DEVELOPMENT AND PLANNING
OF MODREN EDUCATION

By the same Author

Theory and Principles of Education
(Philosophical and Sociological Bases of Education)
Development and Planning of Modern Education
Role of UNESCO in Education
Teaching of Social Studies
A Practical Approach (Revised)
Landmarks in The History of Modern Indian Education (Revised)

Development and Planning of Modern Education

WITH SPECIAL REFERENCE TO INDIA

J C Aggarwal

Secretary Delhi Bureau of Textbooks
Delhi Administration Delhi



VIKAS PUBLISHING HOUSE PVT LTD

VIKAS PUBLISHING HOUSE PVT LTD
576 Masjid Road Jangpura, New Delhi 110014

Reprint, 1992

Printed at Anand offset Delhi

PREFACE

During the last thirty years we have made a huge investment in the development of education Besides tremendous expansion some qualitative changes have also been introduced From time to time many Commissions and Committees have made important recommendations concerning different aspects of education It becomes very essential for a student of education to be thoroughly acquainted with all the efforts the nation is making in this direction The present volume therefore has been specially designed for this purpose Discussion in the book is based primarily on the recommendations of

1 University Education Commission, 1948 49
2 Secondary Education Commission 1952 53
3 Sri Prakasa Committee on Religious and Moral Education, 1959
4 Emotional Integration Committee, 1961
5 Education Commission, 1964 66
6 National Policy on Education 1968
7 National Committee on the Status of Women in India 1971-74
8 Ishwar Bhai Patel Review Committee, 1977
9 National Review Committee for the Plus 2 Curriculum, 1978 (Learning to Do)
10 Draft National Policy on Education 1979
11 Fourth All India Educational Survey, 1980
12 Annual Report, 1980-81, Ministry of Education
13 Census, 1981
14 Six Five Year Plans of Education

The book it is hoped will not only be useful to students preparing *for their professional examinations but also to the general readers* interested in the development of education in the country

The author extends his thanks to all the authors and publishers whose books he has consulted and quoted

J C AGGARWAL

CONTENTS

Chapter 1

CONSTITUTIONAL PROVISIONS OF INDIAN EDUCATION

Constitution as the Mirror of Education Philosophy

Every constitution has a philosophy of its own which embodies the ideals values hopes and aspirations of its people It is therefore, natural that education should find an important place in this great document It provides the conception of the economic and social order for which youth of the country should be educated

The Preamble to the Constitution has been described as an identity card of the Constitution It indicates the high moral tone of the Constitution It is a solemn pledge given to the nation It contains the epitome of the objectives to which the people of a country are permanently committed and at the same time serves as a challenge to people to adhere to the ideals embodied in it and regulate their life and conduct accordingly

Preamble to our Constitution The Preamble to our Constitution is stirring It contains laudable objectives and gives an inspiring picture of India s future The Preamble to the Constitution which as amended in 1976 summarises the aims and objectives of the Constitution

"*We the People of India,* having solemnly resolved to constitute India into a *Sovereign Socialist Secular Democratic Republic* and to secure to all its citizens

Justice, social economic and political

Liberty of thought, expression, belief faith and worship

Equality of status and of opportunity and promote them all

Fraternity assuring the dignity of the individual and the unity and integrity of the Nation

In Our Constituent Assembly this twenty sixth day of November 1949 do *Hereby Adopt, Enact and Give to Ourselves This Constitution*

Note Three new terms--*Socialist Secular* and *Integrity* were original text of the Preamble when it was amended for the first t when the Government passed the 42nd Amendment)

Education in the Concurrent List

Till recently education was a State subject but with 42nd Amendment in the Constitution which received President s assent on December 18 1976 it was put on the Concurrent List The amendment was suggested by a Committee headed by S Swaran Singh appointed by the Congress Party The Committee said "Agriculture and education are subjects of prime importance to country s rapid progress towards achieving desired socio economic changes The need to evolve all India policies in relation to these two subjects cannot be over emphasised

Entry 25 of the Concurrent List includes ' Education, including technical education, medical education and universities subject to entries 63 64, 66 of list I, vocational and technical training of labour

Various Constitutional Provisions Relating to Education

1 **Free and compulsory education** The Constitution makes the following provision under Article 45 'The State shall endeavour to provide within a period of ten years from the commencement of this Constitution for free and compulsory education for all children until they complete the age of fourteen years

The expression 'State which occurs in this article is defined in Article 12 to include the Government and Parliament of India and the Government and the legislature of each of the States and all local or other authorities within the territory of India or under the control of the Government of India

2 **Religious instruction** Article 28 (1) provides ' No religious instruction shall be provided in any educational institution wholly maintained out of State funds

Article 28 (3) No person attending any educational institution recognised by the ' State or receiving aid out of State funds shall be required to take part in any religious instruction that may be imparted in such institutions or to attend any religious worship that may be conducted in such institution or in any premises attached thereto unless such person or if such person is a minor his guardian has given his consent thereto

3 **Language safeguards** Article 29 (1) states 'Any section of the citizen residing in the territory of India or any part thereof having a distinct language script of culture of its own shall have the right to conserve the same Article 350A says 'It shall be the endeavour of the State to provide adequate facilities for instruction mother tongue at the primary stage of education to children

belonging to linguistic minority groups

4 **Equality of opportunity in educational institutions** Article 29 (1) states "No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race caste, language or any of them

5 **Education of minorities** Article 30 relates to 'Rights of minorities to establish and administer educational institutions It reads (1) All minorities whether based on religion or language shall have the right to establish and administer educational institutions of their choice (2) The State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of a minority, whether based on religion or language

6 **Education of the weaker sections and scheduled castes** Article 46 relates to 'Promotion of educational and economic interests of Scheduled Castes Scheduled Tribes and other weak r sections It reads 'The State shall promote with special care the educational and economic interests of the weaker sections of the people and, in particular, of the Scheduled Castes and the Scheduled Tribes and shall protect them from social injustice and all forms of exploitation It is one of the Directive Principles of State Policy

7 **Education of Anglo Indian community** *Article3 37 relates* to Special provision with respect to educational grants for the bene fit of Anglo Indian Community It reads "During the first three financial years after the commencement of this Constitution, the same grants if any shall be made by the Union and by each State for the benefit of the Anglo Indian Community in respect of education as were made in the financial year ending on the 31st day of March, 1948 During every succeeding period of three years, the grants may be less by 10 per cent than those for the immediately preceding period of three years provided further that no educational institution shall be entitled to receive any grant under this article unless at least 40 per cent of the annual admissions therein are made available to members of communities other than the Anglo Indian Community '

8 **Instruction ,in mother tongue** Article 350 A relates to facilities for instruction in mother tongue at primary stage It reads "It shall be the endeavour of every State and of every local authority within the State to provide adequate facilities for instruction in the mother tongue at the primary stage of education to children belonging to linguistic minority groups, and the President may issue such directions to any State as he considers necessary or proper for

securing the provisions of such facilities

9 **Development of Hindi** Article 351 relates to directive for development of the Hind language It reads ' "It shall be the duty of the Union to promote the spread of the Hindi language to develop it so that it may serve as a medium of expression of all the elements of the composite culture of India and to secure its enrichment by assimilating without interfering with its genisus, the forms, style as specified in the Eighth Schedule, and by drawing wherever necessary and desirable for its vocabulary, primarily on Sanskrit and secondarily on other languages

10 **Education in the Union territories** Article 239 of the Constitution says ' Save as otherwise provided by Parliament by law, every Union Territory shall be adminstered by the President acting to such extent as he thinks fit, through an administrator to be appointed by him with such designation as he may specify "

11 **Higher education and research** Parliament has the exclusive rights to enact legislation in respect of institutions and Union Agencies mentioned in entries 62, 63 64, 65 and 66 of list I Union List

Entry 62 of the Union List The institutions known at the commencement of this Constitution as the National liberary the Indian Musem the Imperial War Musem the Victoria Memorial and the Indian War Memorial and any other like institution financed by the Government of India wholly or in part and declared by Parliament by law to be an institution of national importance

Entry 63 of the Union List Institutions of national importance The institutions known at the commencement of this Constitution as the Banaras Hindu University, the Aligarh Muslim University and the Delhi University and any other institution declared by Parliament by law to be an institution of national importance

Entry 64 of the Union List Institutions of Scientific and Technical Education finnanced by the Government of India wholly or in part and declaredby Parliament by law t o be institutions of national importance

Entry 65 of the Union List Union Agencies and Institutions for

(a) Professional vocational, or technical training including the training of police officers, or

(b) The promotion of special studies or research or

(c) Scientific or technical assistance in the investigation of detection of crime

Entry 66 of the Union List Co-ordination and determination of standards in institutions of higher education or research and

scientific and technical institutions

12 **Educational and cultural relations with foreign countries** *Entry 13 of the Union List* Participation in international conferences associations and other bodies and implementing of decisions made thereat

CONSTITUTIONAL PROVISIONS—A CONTRADICTION

J P Naik observes "On a very close examination of all the provisions of the Constitution which have a bearing on education, one cannot help the feeling that there is an element of basic contradiction in the role which the Constitution attempts to assign to the Government of India in Education" Following contradictions have been pointed out in the constitutional provisions regarding education

1 Article 45 of the Constitution places special responsibility on the Centre regarding the spread of universal compulsory elementary education in the country though the States are responsible for the organisation of primary education

2 States are responsible for the growth, improvement and administrative organisation of the Secondary Education and but the obligations regarding advice, coordination and maintenance of standards in higher education empowers it to plan programmes for the improvement of secondary education

3 Article 46 envisages that the Centre must provide more assistance to some States as compared to others to remove regional cultural imbalances

4 According to Article 350A the Centre must safeguard the cultural interests of the minorities and ensure that adequate facilities exist for their children to receive at least primary education through their own mother tongue Thus the Centre is required to intervene in the educational and language policies of the States

5 Article 351 places special responsibility upon the Centre to develop the national language Non Hindi States virtually do not like that the Centre should take any initiative for the promotion of Hindi while the Hindi speaking States blame the Centre for ignoring this article

6 According to Entry 66 of List I, the Centre is responsible for co ordination and determining standards in universities and scientific technical or research institutions

7 Entry 20 of List III places special responsibility on the Central Government for participating in the educational planning Economic and Social Planning comes under the Concurrent List Thus the educa

tion being an instrument for economic and social development cannot be ignored by the Centre

8 Till recently education was a State subject but the resources of the States are too meagre to provide for the development of education They are always dependent upon the Centre for getting grants Though education has been made a concurrent subject yet the Centre is not playing any significant role

Contradications or strong points However many experts do not consider that these are contradictions They view the situation from a different angle According to them these are not contradictions but strong points which make the Centre and the States equally responsible for the promotion of education in the country They point out 'The Centre which controls the purse strings necessarily has the most dominating voice in the over all determination of policies, priorities and programmes From this point of view there fore, education begins to look not only as a joint responsibility, but almost like a partnership in which the Government of India plays the role of the Big Brother

It would be wrong to think that the spirit of making education a State subject has been very greatly negatived by giving too many responsibilities to the Centre The framers of the Constitution were right in incorporating in the Constitution the good features of both the centralised and decentralised system of education They found an ideal via media between the claims of complete centralisa tion and the complete provincialisation

Constitution is correct The Education Commission (1964 66) studied the problems with great care and after a careful analysis it favoured the role which the Centre was discharging and expressed views opposed to making education a Central or concurrent subject

The Education Commission (1964 66) observed We have examin ed this problem very carefully We are not in favour of fragmenting education and putting one part in the Concurrent and the other in the State List—education should under any circumstances be treated as a whole We are also of the view that in a vast country like ours the position given to education in the Constitution is probably the best because it provides for central leadership of a stimulating but non coercive character The inclusion of education in the Concurrent List may lead to undesirable centralisation and greater rigidity in a situation where the greatest need is elasticity and freedom to experi ment We are convinced that there is plenty of scope within the present constitutional arrangement to evolve a workable Centre State partnership in education and that has not yet been exploited to

the full The case for amending the Constitution can be made only after this scope is fully utilised and found to be inadequate All things considered we recommend that an intensive effort be made to exploit fully the existing provisions of the Constitution for the development of education and evolution of the national educational policy The problem may then be reviewed again after, say ten years '

Arguments in Favour of Making Education a Concurrent or Central Subject

1 It is considered that if we are very serious in fulfilling the Directive Principles of Article 45 of the Constitution of providing universal education we must give power to the Centre The States have miserably failed to achieve this objective

2 For effective planning and implementation of economic and social programmes, the Centre must assume powers

3 People have a great desire to have a national system of education which is only possible when the Centre gives the lead and provides effective leadership to the States

4 For the creation of an egalitarian society it is essential that the Centre should be charged with the duty of looking after education

5 There is feeling among a section of population that because of local, vested and parochial interests the educational leadership at the State level is not suitable or below par and that the Centre should assume the responsibility of providing effective leadership

6 The resources of the Centre are very vast and it could spend more money on education

7 The role of the Centre is considered very vital in promoting national integration through education

8 It is argued that with the creation of an All India Educational Services, it will be possible for the Centre to carry out educational reforms in the country

Mr M C Chagla, the then Education Minister stated in the State Education Ministers Conference held in New Delhi in April 1964, 'We must set up institutions in the centrally sponsored sector which will act as models If I may change the phrase I would like to have all over the country peaks of excellence which could be a sort of beacon lights to all other institutions fired with ambition to attain the same high position I would also like to have in the centrally sponsored sector certain aspects of education which are vital to the very structure of education

The Committee of the Members of Parliament on Higher Education (presided over by Shri P N Sapru) examined the whole issue and recommended that higher education at least should be included in the Concurrent List Mr P N Kirpal and Dr V S Jha have the views that the whole of education should be included in the Concurrent List In their opinion the experience of the years since independence has shown that for the lack of adequate authority at the Centre national policies could not be implemented satisfactorily and that the excellent recommendations of many commissions and committees, in various fields of education remained on paper Even the resolutions unanimously adoped by the conferences of Education Ministers and the Central Advisory Board of Education remained unimplemented They think that although there is some scope for more effective implementation within the present constitutional set up by evolving suitable conventions and especially by developing new attitudes to the national character of education these changes will not be easy to be brought about and they will not be sufficient They, therefore think that the Union Government should be invested with legal authority in the field of education which should appear in the Concurrent List of subjects Education became a concurrent subject in 1976

Several committees and commissions have endorsed this need Observations of some of them are

1 **Sargent report, 1944** "In the educational field Provinces are implementing not only divergent but often directly opposing policies It is axiomatic that a uniform synthesised, planned education system is the greatest force to ensure national solidarity

2 **University education commission 1948** Education should be the responsibility of both the Centre and its constituents

The significant thing was that even among the representatives of Provincial Governments a substantial majority preferred concurrency

The need for ensuring a national guarantee of minimum standards of efficiency made it impossible for university education to remain a purely provincial subject

3 **Committee of national integration, 1962** Education should play a decisive role in creating in the country a strong consciousness of its oneness There is therefore an absolute need for evolving a sound national policy on education by making large scale changes in the present system in order to meet the growing requirements of the country

4 **Education commission, 1966** It believes that the much prized goal of national integration can only be achieved through a

well regulated system of education and urges that the Centre should assume increasing responsibility in directing it.

Among the many central responsibilities suggested by the Commission are manpower planning in crucial sectors such as agriculture, engineering and medicine, the development of a programme of scholarships, equalisation of educational opportunities, the vocationalisation of secondary education, the improvement of educational standards and research with special reference to the post-graduate stage

5 **AIFEA seminar on national policy, 1967** "Education should be placed on the Concurrent List in order to ensure the evolution of a national pattern of education"

6 **Government of India resolution on national policy on education, 1968** "Considering the key role which education, science and research play in developing the human and material resources of the country, the Government of India will, in addition to undertaking programmes in the central sector, assist the State Governments for the development of programmes of national importance where co-ordinated action on the part of the Centre and the States is called for

7 **Swaran Singh committee, 1976** According to this Committee, "Education is a subject of prime importance to the country's progress The need to evolve All India policies in relation to this subject cannot be over emphasised"

Arguments not in Favour of Putting Education in the Concurrent or Central List

Dr V K R V Rao, a noted economist and former Union Minister of Education, has stated that the talk of amending the Constitution to make education a central or concurrent subject will not be desirable in the existing context in view of the following reasons—

1 The States would be losing their initiative in raising resources for implementation of various educational programmes

2 *The States would consider it an encroachment on their rights* when the Centre thinks of constituting an All India Education Service for the development of a national system of education

3 Wedded, as we are to the democratic pattern of society, it is but natural that the States should play an active role in the field of education In case education is not in the purview of the States they are likely to lose all initiative and may not actively participate in the Social Development Programme

Selective Role of the Central Government

Regarding the part to be played by the Central Government the Secondary Education Commission 1952 53 writes 'We are of the opinion that in view of the larger interest involved, financial aid from the Centre is necessary and may reasonably be expected' The Commission stresses that the active co operation of the Centre with the States is essential to promote education in the country, to improve its quality and to carry on the necessary research in the different fields of education which may ultimately be incorporated in the educational system

Prof Humayun Kabir points out that there are three factors that have helped the Central Government to extend its function as an advisory and co ordinating agency

The first is that the paucity of finances of almost all the States to support their educational programmes has made them look to the Central Government for grants and subsidies for short as well as long term projects Secondly, Central Government being a repository of information from all States often functions as a clearing house for all of them Thirdly the fact that all State Governments are controlled by the same political party which wields power at the Centre has also helped the Central Government to extend its functions

Regarding the co-operation of the Centre and the States Maulana Azad remarked, "that education was of course a State subject and the Centre had never believed in interfering But the Centre could also not sit back and say that their responsibility was over The Centre could offer advice give help and make efforts towards the implementation of the schemes The reform of the education system as a whole and fulfilment of the plan targets aimed at uniformly high standard of education throughout the country We have on the one hand to wipe out the deficiencies of the past 200 years On the other hand we have to remove the lethargy of the people and bring to the town and countryside a new vision and a new energy We cannot accomplish this task unless we co operate in this collective venture of national redemption

Similarly Dr K L Shrimali observed 'The test of Indian statesmanship is whether a pattern of education can be evolved where a working partnership is established between the Centre and State Governments since both have responsibilities for the education of children It is not impossible to work out a system in which the Central Government assumes greater responsibility for financing education and for carrying out general national policies and leaves

administrative authority in the hands of the State Governments The Welfare State of our concept will come into existence only when the centrifugal and centripetal forces are harmonised'

The Education Commission 1964 65 observed 'we are convinced that the radical reconstruction of education that we have recommended in this report will not be possible less (1) the Government of India provides the needed initiative, leadership and financial support, and (2) educational administration, both at the Centre and State Levels, is adequately strengthened '

Conclusion

A research study entitled 'A critical study of Centre-State Relationship in Education from 1871 to 1973 in India , undertaken by M L Sachdeva in 1975 stated 'Broadly speaking it may be concluded that the Central Government has consolidated its position so far as its educational role is concerned Primarily, as an advisory and co-ordinating authority it has become an equal partner Whenever the constitutional provisions in education have no sanction for some of the Centre s activities, it can easily take recourse to its other privileges Under the plea of equality of educational opportunity, the Centre has been taking large measures The Central Government has been formulating the national education plans as well as appointing Education Commissions on various aspects of education The trend is towards increasing activities of the Centre

Chapter 2

ROLE OF THE CENTRE AND STATES IN EDUCATION

Educational Administration at the National Level

A perusal of the constitutional provisions reveals that Central Government is expected to play a significant role in the field of education Though Ministry of Education, Government of India, discharges the major responsibility in the field of Education on behalf of the Government of India, yet there are other Ministries at the Centre which also perform functions in the field of Education. Broadly speaking following are the major functions performed by the Ministry of Education Government of India

(1) **Planning** Educational Planning is a part and parcel of the total planning of the country The Central Government determines targets and prepares the educational plan to be implemented by the country as a whole

(2) **Educational reforms** From time to time, the Government of India has set up Commissions which have gone into the various aspects of Education at different levels and have provided valuable recommendations and suggestions These recommendations have further been considered by the experts and the States requested to implement the recommendations of the expert bodies

(3) **Organisation** For carrying out educational plans Govern ment of India has set up institutions like All India Council of Technical Education and the National Council of Educational Research & Training which provide guidance to the States in the field of Education

(4) **Direction** The Central Government also directs and guides the State Governments local bodies and private enterprise so as to encourage education on right lines This is being done by the Ministry through the Central Advisory Board of Education

(5) **Control** As the State Governments require financial help from the Centre for supporting their educational programmes, they look for grants to the Central Government The Central Government allocates suitable gran s to the States local bodies and private

agencies Thus, it exercises considerable control on education

(6) **Equalisation of educational opportunities** Government of India is wedded to the establishment of an egalitarian society and therefore has taken many steps to provide equal educational opportunities to the weaker sections of the society It has initiated a larger number of programmes in this direction

(7) **Pilot projects** The Ministry of Education Government of India, has undertaken a large number of pilot projects like rural universities, regional institutes, curriculum reform and textbooks, etc By starting these projects, the Ministry aims at providing enlightened leadership all over the country

(8) **Administration of education in the Union Territory and centrally-administered areas** Centre is directly responsible for Education in various Union territories and other centrally administered areas

(9) **Clearing house function** Ministry of Education serves as a depository of information and ideas of education, research, training and statistics From time to time it brings out useful information on various aspects of education The Ministry of Education also publishes a few educational journals which have proved to be very helpful in disseminating information in the country

(10) **Liaison with UNESCO** Ministry of Education carries out some programmes in cooperation with UNESCO The Indian National Commission for cooperation with UNESEO is the agency through which these programmes are organised

(11) **Promotion of cultural contact** Ministry of Education also takes suitable steps for the promotion and propagation of cultural contacts not only within the country but also outside

(12) **Opening central institutes** The Ministry of Education is directly responsible for the running of a few universities, National Libaries, Museums, Art Galleries and Central Schools.

Divisions and Units of the Ministry of Education

1 Administration Division
2 Adult Education Division
3 Archaeological Division
4 Book Promotion and Copyright Division
5 Culture and Language Division
6 External Scholarship Division
7 Finance Division
8 Gazetteer Division
9 Hindi Division

10 Hindi Translation and Publication Unit
11 International Cultural Relations Division
12 Language Division
13 National Scholarship Division
14 Planning Monitoring and Statistical Division
15 Publication Unit
16 Sanskrit Division
17 Special Committees—Asian Games
18 Sports and Physical Education Division
19 Technical Education Division
20 UNESCO division
21 University and Higher Education Division
22 Union Territories and School Education Division
23 Youth Services Division

Major Activities of the Ministry of Education and Youth Services

I **School education** School education is primarily a responsibility of the States However the Government of India is concerned with a few significant programmes of national importance designed to contribute towards the improvement of standard and those that promote national integration The Ministry of Education Government of India performs most of the functions through the National Council of Educational Research and Training and other autonomous organisations The Ministry performs certain essential clearing house functions Following are the major activities in this respect

1 Government financed organisations and institutions in the field of school education which include

(i) National Council of Educational Research and Training
(ii) Kendriya Vidyalaya Sangathan
(iii) Central Board of Secondary Education
(iv) Central Tibetan Schools Administration
(v) Ladakh Institute of Higher Studies Delhi
(vi) Bal Bhavan and National Children's Museum

2 Assistance to Voluntary Educational organisations in the field of school education

3 Meetings of the Central Advisory Board of Education

4 Reorganisation and expansion of Science Teaching at School Stage Agreement with the UNESCO UNICEF in April 1967

5 Educational Television Programme with the Assistance of UNDP UNESCO

6. School Textbooks and the National Board of School Textbooks

(1968)

7 Three Textbooks Printing Presses—Bhubaneswar, Chandigarh and Mysore

8 National Prize Competition for Children's Literature for Promoting the Production of good books for children

9 Nehru Bal Pustakalya scheme for the mass production of supplementary reading material for children since 1968 69

10 Mid day meals programme under the Indo CARE Agreement for the supply of gift food

11 Desh Gitanjali scheme for strengthening the sense of national identity among school children

II **School teachers** 1 National Foundation for Teachers Welfare (1962) for providing financial assistance to teachers

2 National Award for Teachers

3 National Scholarship Scheme for children of School Teachers

III **Assistance to voluntary organisations in the field of school education**

IV **Higher education** At the University stage, the Ministry of Education and Youth Services is mainly concerned with—

1 The six Central Universities

2 The institutions ' deemed to be Universities under section 3 of the University Grants Commission Act

3 Coordination and maintenance of standards of higher education as laid down through the University Grants Commission (UGC)

4 The Rural Institutes of Higher Education

5 Revision of Salary Scales of University and College Teachers and Special Assistance to State Governments

6 Grants Loans for construction of Hostels to voluntary organisation in big cities and State Governments and Delhi University and its affiliated colleges

7 Grants to Institutes of Higher Learning of all India importance

8 Cultural Exchange Programmes with Foreign countries

9 Indian Institute of Advanced Studies Simla

10 Shastri Indo Canadian Institute

V **Promotion of languages**

VI **Scholarships**

VII **Book promotion**

VIII **Youth services youth welfare physical education, games and sports**

IX **Educational programmes for national and emotional integration.**

X Cultural development
XI Cultural relations with other countries and UNESCO
XII Adult education
XIII Libraries
XIV Education in Union territories
XV Clearing house functions

Major Institutions and Organisations Attached with the Ministry of Education

1 Bal Bhawan and National Children's Museum Kotla Road, New Delhi

2 Central Advisory Board of Education c/o Ministry of Education Shastri Bhawan.

3 Central Board of Secondary Education 17 5, Indraprastha Estate New Delhi

4 Central Tibetan Schools Administration, Curzon Road, Barracks 'B' Block, New Delhi

5 Kendriya Vidyalaya Sangathan Nehru House 4, Bahadur Shah Zafar Marg New Delhi

6 National Council of Educational Research and Training (NCERT), Sri Aurbindo Marg, New Delhi

7 National Foundation for Teachers' Welfare, Shastri Bhawan, New Delhi

Higher Education and Research

8 Administrative Staff College of India, Bella Vista, Hyderabad

9 Association of Indian Universities, Rouse Avenue, New Delhi

10 Central Universities (*a*) Banaras Hindu University, Varanasi (*b*) University of Delhi Delhi (*c*) University of Hyderabad, Hyderabad, (*d*) Jawaharlal Nehru University New Delhi, (*e*) North Eastern Hill University, (*f*) Vishwa Bharti, Shantiniketan

11 Indian Council of Historical Research, 15 Ferozeshah Road, New Delhi

12 Indian Council of Social Science Research, 35, Ferozeshah Road, New Delhi

13 Indian Institute of Advanced Studies Simla

14 National Institute of Educational Planning and Administration Sri Aurbindo Marg New Delhi

15 University Grants Commission Bahadarshah Zafar Marg New Delhi

Technical Education

16 All India Council for Technical Education Shastri Bhawan, New Delhi

17 Indian Institutes of Technology (Bombay, Delhi, Kanpur, Khanpur, Madras)

18 Indian Institutes of Management (Ahmedabad, Bangalore and Calcutta)

19 National Institutes for Training in Industrial Engineering Bombay

20 National Institute of Foundry and Forge Technology, Ranchi

21 Technical Teachers' Institutes (Bhopal Calcutta, Chandigarh, Madras)

22 Regional Engineering Colleges (14 in numbers)

23 School of Planning and Architecture Indraprastha Estate, New Delhi

Book Promotion and Copyright

24 National Book Trust of India A 4, Green Park, New Delhi

25 National Book Development Board, New Delhi

26 Raja Ram Mohan Roy National Educational Service Centre, New Delhi

Youth Services

27 National Youth Board, New Delhi

28 Nehru Yuvak Kendras

Physical Education and Sports

29 All India Council for Sports, New Delhi

30 National Institutes of Physical Education and Sports (Gwalior & Patiala)

31 Society for the National Institute of Physical and Sports (SNIPES)

Languages

32 Bureau of Promotion of Urdu C/o Ministry of Education Shastri Bhawan New Delhi

33 Central Hindi Directorate R K Puram, New Delhi 110022

34 Central Institute of English and Foreign Languages, *Hyderabad*

35 Central Institute of Indian Languages Mansa Gangotri, Mysore University Campus Mysore

36 Commission for Scientific and Technical Terminology West Block No VII II Floor R K Puram New Delhi 110022

37 Kendriya Hindi Shiksan New Delhi

38 Lal Bahadur Shastri Rashtriya Sanskrit Vidyapeeth, Moti Bagh New Delhi

39 Rashtriya Sanskrit Sansthan, Delhi

Education for International Understanding

40 Indian National Commission for Co-operation with UNESCO, Shastri Bhawan, New Delhi

41 Directorate of Adult Education, Vasant Vihar, New Delhi

42 National Board of Adult Education C/o Ministry of Education, Shastri Bhawan, New Delhi

43 Shramik Vidya peeths for Urban Workers (Ajmer, Ahmedabad Bangalore, Bombay, Calcutta Delhi, Guntur, Hyderabad, Indore, Jamshedpur and Nagpur)

Cultural Affairs

44 Central Institute of Higher Tibetan Studies, Varanasi

45 Lalit Kala Akademi, Rabindra Bhawan, Ferozeshah Road, New Delhi

46 Indian Council for Cultural Relations, Azad Bhavan, New Delhi

47 National School of Drama, New Delhi

48 Sahitya Akademi, Rabindra Bhavan, Ferozeshah Road, New Delhi

49 Sangeet Natak Akademi, Rabindra Bhawan Ferozeshah Road, New Delhi

50 School of Buddhist Philosophy, Leh

51 Sikkim Research Institute of Tibetology Sikkim

Archaeology

52 Archaeological Survey of India, Janpath, New Delhi, and Nehru Road Calcutta 13

Anthropology

53 Anthropological Survey of India 27, Jawahar Lal Nehru Road, Calcutta 13

Archives

54 National Archives of India Janpath, New Delhi

Museums

55 Dr Zakir Hussain Memorial Museum New Delhi

56 Gandhi Darshan Samiti Delhi

57 Indian Museum 27 Jawaharlal Nehru Road Calcutta 13

58 National Council of Science Museum, Calcutta

59 National Gallery of Modern Arts, Jaipur House New Delhi

60 Victoria Memorial Hall Calcutta

61 National Museum Janpath New Delhi

62 National Research Laboratory for Conservation of Cultural Property Lucknow

63 Nehru Memorial Museum and Library, Teen Murti House New Delhi

64 Salar Gang Museum, Hyderabad

Libraries

65 Central Reference Library, Patna
66 Central Secretariat Library, New Delhi
67 Delhi Public Library, S P Mukerji Marg Delhi
68 Indian Council for World Affairs Library, New Delhi
69 Khuda Baksh Oriental Public Library, Patna
70 Library of Tibetan Works and Archives, Dharamshala
71 National Library Belvedre, Calcutta
72 Raja Rammohan Roy Library Foundation Calcutta
73 Rampur Raza Library, Rampur
74 T M S S M Library, Thanjavur

Important Organisations in the Field of Education at the Central Level

Central Advisory Board of Education. *The Central Advisory* Board of Education, the oldest and the most important advisory body of the Government of India on education was first established in 1920, dissolved in 1923, and revived in 1935 The idea of a Central Advisory Board of Education was first put forward by the Calcutta University Commission (1917-19) Almost simultaneously the Government of India Act, 1919 made education a provincial and a transferred subject limiting the control of the Central Government to the minimum This changed the character of the Government of India from that of an executive to an advisory authority in matters of education Imperatively a Central Advisory Board of Education was set up in 1920 but after a very short life was abolished in 1923 for èconomic reasons For the next twelve years the absence of an agency to advise the Government of India on education was keenly felt Consequently, the present Central Advisory Board of Education was revived in 1935 The Union Minister of Education is the Chairman of the Board whose composition includes distinguished educationists from all parts of the country and the representatives of the Government of India the State Governments, the Parliament and the Universities The functions of the Board are (*a*) to advise on any educational question which may be referred to it by the Government of India or by any local Government and (*b*) to call for information and advice regarding educational developments of special interest and value to *India, to examine this information and circulate it with* recommendations to the Government of India and to local Governments

Over all these years, the contribution of the Board in shaping the

educational thinking of India bears a unique significance

National Council of Educational Research and Training New Delhi The Council, popularly known as NCERT, is an autonomous organisation set up by the Ministry in 1961 It serves as an academic wing of the Ministry of Education In particular, it undertakes independently or in collaboration with other organizations, research in the field of school education, develops new training programmes and prepares instructional material required by teachers and students

The Council has established the National Institute of Education (NIE) to carry out its objective and serves as the chief institutional agency for developing research advanced training and extension services It runs four Regional colleges of education

The Council has the following departments and units

1 Department of Evaluation and Measurement
2 Department of Education in Science and Mathematics
3 Department of Education in Social Sciences and Humanities
4 Department of Teacher Education
5 Department of Teaching Aids
6 Publication Department
7 Population Education Unit
8 Vocationalization of Education Unit and Socially Useful Productive Work Unit
9 Scheduled Castes and Scheduled Tribes Education Unit
10 Survey and Data Processing Unit
11 Child Study Unit
12 Educational Psychological Unit
13 Educational and Vocational Guidance Unit
14 Planning Co-ordination and Evaluation Unit
15 Comprehensive Access To Primary Education Group
16 Primary Curriculum Development Cell
17 Journals Cell
18 Centre for Educational Technology

NATIONAL COUNCIL FOR TEACHERS EDUCATION

A National Council for Teachers Education has been functioning in the Council since May 1973 with a view to improving the quality of teacher education in the country The NCTE advises the Central Government and the State Governments on all matters concerning teachers education including the steps to be taken to ensure adequate standards in teacher education All State Governments represented this Council besides the UGC, All India Council for Technical

Education, CABE, Planning Commission and the NCERT Twelve members are nominated who are experts in different fields of teacher education This Council recommended the setting up State Boards of teacher education in response to which States/Union Territories have set them up The Council has also prepared the Teacher Education Curriculum framework as a policy document for revising curriculum for teacher education at all levels On the basis of this document the State Governments are bringing about necessary changes in the existing teacher education curriculum In addition, the Council has developed new college teacher education programmes, a model curriculum in education technology and norms for maintaining standards in teacher education

Central Board of Secondary Education, New Delhi

The Board introduced the new pattern of education (i e, 10+2 pattern) from the year 1975 The first examination of Class X took place in 1977 and that of class XII in 1979 The syllabi and courses for different subjects are reviewed periodically through the subjects committees in the light of reflections and experiences obtained from the schools and other concerned agencies

Work Education has been introduced as a compulsory component for the secondary classes It has been made need based to make education more relevant and purposeful to the society Social commitment is emphasized by incorporating a number of service oriented activities This component has been extended also to Senior Secondary classes as recommended by the Adiseshiah Committee

The Board has also made another venture in introducing Insurance Education at the Senior Secondary Stage from the academic session 1981 82 The subject figures both under the general scheme and vocational courses which may enable the students either to go in for the university degree in Commerce or to take a career in the Insurance industry It has been introduced as a pilot project and will be extended to other schools if the results are encouraging

During these years emphasis has also been laid on promoting vocational education The courses have been developed so as to be relevant to the present needs and requirements of schools situated in different regions of the country In order to give it a further fillip, the different streams have been done away with Vocational courses can now be offered in combination with the general educational courses or academic courses Further, the existing vocational courses have been enlarged in accordance with the new scheme of studies

The Board has undertaken training programmes in collaboration

with the British Council, London, on the areas of Science Education, Evaluation Procedures and Teaching of Mathematics

The total number of institutions affiliated to the Board as on 30 April, 1981 was 1354

Central Tibetan Schools Administration

The Central Tibetan Schools Administration was set up as an autonomous organisation in 1961 and registered under the Societies Registration Act 21 of 1860 The object of the Administration is to run manage and assist institutions for the education of children of Tibetan refugees in India The work of the Administration is managed by a Governing Body

The Administration runs Residential Schools at Dalhousie Darjeeling Mussoorie and Simla and Day Schools at Bylakuppe, Kollegal, Kharapathat, Mirik, Chowkur Chandragiri, Dholanji Ghoom Gothagoan, Miao, Gurupura, Kalimpong, Kurseong Mainpat, Mundgod Sonada Tenzingaon and Tezu Assistance in the form of grant-in aid was provided by the Government to eight institutions run by Administration

The total number of students in the Schools run or aided by the Administration in 1980 was 9970 out of which 1633 were boarders and 8337 were day sholars In residential schools apart from board ing and lodging daily necessities and medical facilities were also provided free to orphans who came to India as refugees Mid-day Meals free text books and stationery are also provided to all students including those studying in day schools The Administration has 445 employees which include 350 teachers

Kendriya Vidyalaya Sangathan

The scheme of Central Schools was approved by the Government of India in November 1962 with the idea of encouraging the growth of Secondary Schools having a common syllabus and medium of instruction and for providing uniform educational facilities through out the country for the children of transferable Central Government Employees including Defence personnel Thus as a first step towards implementing this scheme 20 Regimental schools were taken over and redesignated as Central Schools or 'Kendriya Vidyalayas during the academic year 1963 64 The number of Kendriya Vidyalayas has since gone up phenomenally and was 323 during 1980-81 The total students enrolment as in August 1980 was 2 44 197 as against 2,24 203 a year before showing an increase of 9% The total number of teaching and non teaching staff in all the Kendriya Vidyalayas was

The Kendriya Vidyalaya Sangathan has been divided into 11 regions located at Bhopal Bombay, Delhi, Chandigarh, Gandhinagar Gauhati, Lucknow, Madras, Patna, Calcutta and Hyderabad

University Grants Commission, New Delhi

The University Grants Commission (U G C) was set up by the Government of India under an Act (3 of 1956) of Parliament in 1956

Functions The functions of the Commission as described in Section 12 of the Act are

" It shall be the general duty of the commission to take, in consultation with the Universities or other bodies concerned, all such steps as it may think fit for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and research in University "

Thus the U G C performs the following functions

1 Promotes and co-ordinates University education

2 Determines and maintains standards of teaching

3 Determines and maintains standards of examinations

4 Determines and maintain standards of research

Activities of the U G C For the performance of its functions the U G C undertakes the following types of activities.

1 Inquires into the financial needs of the Universities

2 Allocates and disburses out of the Fund of the Commission grants to Universities established or incorporated by or under a Central Act for the maintenance and development of such universities or for any other general or specified purpose

3 Allocates and disburses, out of the Fund of the Commission such grants to other Universities as it may deem necessary for the development of such Universities or for any other general or specific purpose

4 Recommends to any University the measures for the improvement of University education and advises the University upon the action taken for the purpose of implementing such recommendation

5 Advises any authority, if such advice is asked for, on the establishment of a new University or on proposals connected with the expansion of the activities of any University

6 Advises the Central Government or any State Government or University on any question which may be referred to the Commission by the Central Government or the State Government or the University as the case may be

7 Collects information on all such matters relating to University

education in India and other countries as it thinks fit and makes the same available to any University

8 Requires a University to furnish it with such information as may be needed relating to the financial position of the University or the studies in the various branches of learning undertaken in that University together with all the rules and regulations relating to the standards of the teaching and examination in that University respecting each of such branches of learning

9 Performs such other functions as may be prescribed or as may be deemed necessary by the Commission for advancing the cause of higher education in India or as may be incidental or conducive to the discharge of the above functions

The U G C Act authorises the Central Government on the advice of the Commission to declare by notification in the Official Gazette that any institution for higher education other than a University shall be deemed to be a University for the purposes of this Act and on such a declaration being made, all provisions of this Act shall apply to such institution as if it were a University

Role of the Central Government in the Financing of Education

Since independence, the Central Government has started spending increasing amounts of money on education The contribution of the Central Government and State Governments have increased from 57 1 per cent in 1950 51 to about 72 per cent at present, Central Government accounting for 7 per cent and the State Government for about 65 per cent The contribution is likely to be increased to about 90 per cent by 1985 Following are the important reasons for this increase

1 The Central Government must assist the States in realising the constitutional provisions for providing compulsory primary education in the age group 6 to 14 years

2 The Central Government must assist the backward States for providing better educational opportunities

3 The Central Government has large resources for collecting finances

4 Central funds must be utilised for providing equality of opportunity

The Central Government assists the States for educational development in three ways

1 Central Government performs educational functions through NCERT UGC Central Universities Central Schools Organisations

etc

2 Central Government sponsors schemes fully financed by it but implemented by the States

3 Central Government partially finances some programmes planned and implemented by the State Governments

Role of State Governments in Financing Educational Plans

Education in India is a State responsibility and the bulk of educational expenditure *i e*, about 65 per cent, is borne by the States The Finance Commission transfers adequate resources at the end of each plan to each State under (*i*) share in Income tax, (*ii*) share in excise, and (*iii*) lump sum grant in aid

State Grants to Local Bodies on Account of Primary Education

1 **Necessity of frequent revisions** Every State should carefully plan its grants in aid schemes after taking all past experiences as well as the needs of the next five years into consideration and thereafter revise it thoroughly at the end of each quinquennium

2 **Basis to be adopted** State grants to local bodies on account of primary education should be based on a combination of the proportional grants, a special grant for backward or necessitous areas, and specific purpose grants

3 **Whether State grants should be statutory or discretionary** Grants for all primary education, whether voluntary or compulsory should be statutory

4 **Whether grants for compulsory education should be different from those for voluntary education** Grants in aid for compulsory education should necessarily be at a higher rate than those for voluntary education

Increasing Local Support for Primary Education

1 It would be in the interest of education to make it obligatory on municipalities to earmark a specified proportion of their net revenue for primary education

2 All funds thus earmarked for primary education should be entitled to receive grants in aid according to rules

3 A cess on land revenue should be universally levied in all areas and that the legislation on the subject should provide for the minimum and maximum rates of such levy as well as for the portion of the total proceeds that should be earmarked for primary education In the village panchayats, as in the municipalities, a portion

of the total revenue should be earmarked for primary education

School Chest

French system of 'school chest' should be universally adopted with such changes as may be necessary to make it suitable for local conditions The school chest is composed of private subscriptions, gifts bequests contributions of books clothing food subventions etc It will bring in some money and what is more form a valuable link in bringing the school closer to the local community

Education Cess

The Municipal Acts should be amended so as to make the levy of an education cess obligatory on all municipalities

Some Suggestions Regarding Administrative Reforms at the Central Level

(1) **Liberal grants to backward areas** For extending equality of opportunity to all the areas it is necesary that the Centre provides liberal financial grants to backward areas The Centre however must ensure that adequate control is exercised over this expenditure

(2) **Some subjects under the Concurrent List.** It will be very desirable if a few subjects like provision of compulsory education vocational and social education are put in the Concurrent List

(3) **All India educational service** The constitution of the All Indian Educational Service is a step of considerable importance which the Centre must take

(4) **Involvement of chief ministers of States** The Chief Ministers of States will have to be involved in the framing of educational policies and programmes At present all discussions of educational policy are generally held with Education Ministers only with the result that discussions and decisions cannot always be put across It would therefore be a great help if for discussions of basic or important issues joint conferences of Chief Ministers and Education Ministers can also be held

(5) **Close working collaboration between officers** While we are striving to promote harmonious relations between the Centre and the States we should also make simultaneous efforts to strengthen a close working collaboration between officers and academicians at the Centre and the corresponding officers and academicians in the States

(6) **Centrally sponsored sectors** We must remember that the central y sponsored sector or earmarked Central grants for educa

tion are in vogue on a large scale even in the United States Experience has shown that they can help the Centre to develop a coordinated and concerted programme of educational development in a few crucial sectors in all parts of the country It should, therefore, be our concern to see that the weaknesses of the old form of operating the centrally-sponsored sector are eliminated

Chapter 3

ROLE OF THE STATES IN EDUCATION

Suggested Reforms at the State Level

The Education Commission regards school education essentially local State partnership It observes As we visualise it, the responsibility for school education will rest squarely on the State Governments The Local authorities will no doubt have a good deal of initiative and we should like the State Governments to encourage them by adopting flexible policies But by and large they will act as agents of the State Governments and exercise delegated powers The State Education Departments which are the principal agency of the State Government to deal with education matters, therefore, should take the following steps

(*i*) Periodical revision and upgrading of curricula, preparation of textbooks teachers guides and other teaching and learning materials and improvement in methods of teaching and evaluation

(*ii*) Prescribing the standards to be maintained in schools in consultation with professional bodies like the State Board of School Education, and State Evaluation Organisation and enforce them through the inspectorate provision of funds, and organisation of the needed supporting services

(*iii*) Supply of teachers for fixing their remuneration, retirement benefits and conditions of work and service and for organising teacher preparation both pre service and in service on proper lines and for establishing conducting or aiding training institutions of high quality with adequate in takes and outputs

(*iv*) Inspection and supervision of schools which may be exercised directly through the officers of the State Education Departments or indirectly through a special organisation set up for the purpose e g the State Boards of School Education or both

(*v*) Establishment and maintenance of a State Evaluation Organisation whose objective would be to co ordinate standards as between the different districts in the State and to help in the development of national standards at the end of the higher primary lower secondary and higher secondary stage

(*vi*) Encouragement guidance and assistance to the local authori

ties created for the administration of school education and help them maintain quality institutions at different stages of school education and provide a regular programme of extension services to schools in order to secure a continual improvement of standards

(*vii*) Establishment and maintenance of a State Institute of Education whose primary objective is to help, through suitable programmes of research, training and extension, the local authorities and the inspecting officers to improve standards

(*viii*) The present administrative set up seems to be very much clerk-oriented, it is time we evolve an officer- or teacher- or educator-oriented administration

(*ix*) The present administrative set up should be decentralised There should be delegation of responsibilities and powers from the State secretariat department to the directorate from the directorate to the district office and so on down the line

(*x*) Professional educationist should be given a prominent place at the policy-making level in the secretariat

(*xi*) The head of the education department should invariably be a professionally qualified educationist rather than a general administrator

(*xii*) The education officers who are called upon to implement the educational plan should also be actively involved in its formulation and evaluation

(*xiii*) Suitable awards and prizes may be instituted with a view to promoting experimentation and innovation

(*xiv*) The Director of Education must maintain a close and personal touch not only with the district level officers but also with principals and teachers so as to provide them with necessary guidance and intellectual stimulation

(*xv*) Good practices formed in educational institutions should be publicised

(*xvi*) A special cell known as information unit should be established for paying better attention to evaluation with regard to different categories of staff

Public and Private Enterprise in Education

Education and State Broadly speaking, there are three schools of thought concerning the relationship that should exist between State and Education One school of thought favours the total socialisation of education According to its protagonists the State should have a full and unfettered say in the domain of education, it should dictate the content the aim and even the method of education This point

may be fully illustrated by the Nazi and Fascist schools and even the Communist schools in Russia

According to the theory of laissez faire education should be the concern of the family the church or philanthropy The State interference means jeopardising the rights of the parents priests and children *If State interferes formally in the formulation of educational* policies and their administration the considerations of party and power and its interests are likely to have an adverse effect on the implementation of these same policies

There is an other view that has assumed importance in recent times and which strikes a balance between these two extreme views This view envisages full co operation between the State, the family and the church in the matter of educating the child and the drawing out the best that is within him According to this view the State should neither keep its hands off education nor should it lay its hands on every educational matter

Centralisation vs Decentralisation

The centralised system of educational administration has these advantages

1 A uniform system of education can be built up

2 The needs of the entire country can be kept in the forefront

3 Since centre has big finances at its disposal, different types of projects and experiments can be undertaken very easily

4 There is a better co ordination of educational efforts and over lapping in experiments of different regions can be avoided

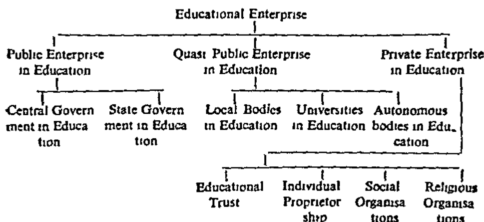
As against these advantages centralisation provides little for the initiative of the small groups There is every danger of regions being overlooked The greater the decentralisation of administration the better and quicker is the development of the individual Complete decentralisation is as much harmful as the domination of the Centre It is thus clear that a harmonious balance must be struck between centralisation and decentralisation

State Management and State Control of Education

State management of education implies that the educational institution in the State are brought into existence by the State, are financed by it through the government offices and are also administered by persons directly appointed by government There are no educational institutions other than the government ones

State control of education means the overall control exercised by the *State over educational institutions There are educational institu*

tions financed and managed by bodies other than the government These bodies may be educational trusts religious bodies, local boards, social bodies, etc The private institutions have greater chances of going in for educational experimentation for the heads of these institutions and their masters are always ready to decide upon things in a quicker and better way



Types of Management of Schools in India

1 **Schools managed by the Central or the State government,** In recent years the Government has stepped into the educational enterprise on a large scale and has opened many new schools which are managed by it

2 **Local bodies such as district boards or municipalities** Many schools are managed by local boards The responsibility of providing and maintaining Vernacular education in the area administered by a local body rests upon the local body which is responsible for the payment of grant in aid for Vernacular education in the area, whether in primary or elementary schools, Vernacular middle schools or in the primary departments of aided Secondary Schools

Before the provincialisation of the High Middle and Primary Schools maintained by the local bodies, the Punjab Government used to set aside annually a sum of money to be paid from provincial revenues as grants towards the approved expenditure of local bodies on account of Vernacular education Such grants were made in accordance with a scale determined by government and upto a prescribed maximum which was communicated each year Since 1 October, 1957 these grants have been stopped

3 **Schools managed by religious organisations** A number of religious bodies like the Arya Samaj the Sanatan Dharma Sabha

have opened many schools and contributed a lot to the expansion of educational facilities The level of officiency maintained by these schools is considerably high The products of these institutions have played an important role in freedom struggle of the country

However, certain undesirable tendencies are also noticed in such institutions Some of them indulge in the spread of communal feelings which spoil the peace of State In some cases, staff is recruited with a religious or sectarian consideration Some of them suffer from over crowding and ill qualified staff

4 **Registered trust boards** Many registered Trust Boards are maintaining schools In many cases it is laid down that the schools shall be run exclusively for certain purposes or for certain sections of the population exclusively The Commission does not encourage such tendencies and recommends that legislation should be passed in such cases to permit the admission of all the children to such schools

5 **Schools managed by private managements** There is also a fairly large number of schools which are run by private bodies The Commission suggests that all such bodies should be registered and should function as registered associations

6 **Schools managed by individuals** A number of schools are run as "proprietory schools by individuals The Commission is of the opinion that no Secondary School should be run on such lines but should be governed by suitable managing board registered under the Companies Act

Constitutional Provisions regarding Private Enterprise

Private recognised schools have a right to exist under the present Constitution For instance Article 30 lays down that 'all minorities whether based on religion or language shall have the right to establish and administer educational institutions of their choice and that these shall not be discriminated against in matters relating to grant in aid on the ground that they belong to such minorities Articles 28(1) and 28(2) imply that all citizens shall have the freedom to establish private educational institutions in order to provide religious instruction of their choice The right to establish private schools for any purpose whatsoever has also been given to all citizens under clauses (c) and (g) of Article 19 which provide that all citizens shall have the right 'to form associations and to practise any profession, or to carry on any occupation trade or business and which obviously covers the right 'to individuals and groups to establish and conduct educational institutions of their choice

Unrecognised schools It may be desirable to introduce legislation for the compulsory registration of all educational institutions and should be made an offence to conduct an unregistered institution Power should also be vested in the State Government to remove any education institution from their register if stipulated conditions are not fulfilled

Private enterprise as an integral part of school systems The Education Commission thinks that private educational institutions must be treated as an integral part of public education Following are the three types of schools

1 Recognised and Allied Institutions
2 Recognised and Unallied or Independent Institutions
3 Unrecognised Institutions

Recommendations of the commission regarding the running of private schools (Recognised Schools) 1 It is true that some forms of private enterprise have made a negative rather than a positive contribution to education At the same time, we should recognize that private enterprise has played an important role in the development of education in modern India that a large proportion of our good institutions are in the private sector that it can continue to make a useful contribution to the develpment of education in the years ahead The State should, therefore make all possible use of the assistance that can come from the private sector for the development of education

2 The growing education needs of a modernising society can only be met by the State and it would be a mistake to show any over dependence on private enterprise which is basically uncertain As the State has now rightly assumed full responsibility to provide all the needed educational facilities, private enterprise can only have a limited and minor role

3 Under the Constitution private schools have a right to exist and if they do not seek aid or recognition from the State there need be little or no interference with them In fact, we have only suggested compulsory registration for unrecognised schools

4 The position with regard to private educational institutions which seek financial support from the State is, however different Even now they depend upon Government for the larger part of their expenditure and when fees, which is their main source of income are abolished their dependence on public revenues would be very large These should, therefore, be gradually assimilated with the system of public education

5 In dealing with private enterprise problems relating to their

teachers grant in aid controls are very important

Rules for grant in aid for private schools recommendation of the education commission (1964 66) (1) Each private school should have a Managing Committee consisting of the representatives of the voluntary organisation conducting it i e the Education Department and its teachers The grant in aid codes will have to prescribe the details of the compositions of these Committees and their powers and responsibilities It has to be noted that the primary objective of government nominations is to assist the management by securing for them the advice and guidance of persons interested in education The success of the system will depend upon the quality of the persons nominated If this authority is judiciously exercised as it should be the managements will welcome the government nominees as a source of strength

(2) The staffing of the private schools should be broadly on the pattern prescribed for government or local authority schools and their remuneration should also be similar

(3) For calculating the recurring grant in aid to private schools the total expenditure should be divided into two parts—teacher costs and non teacher costs It will be easy to determine the total teacher costs because of the recommendation made in (2) above For all non teacher costs a minimum and a maximum expenditure should be prescribed preferably as a percentage of the teacher cost and the management should be given that freedom to incur this expenditure at this discretion The grant in aid to a school should be equal to

(a) the total teacher costs

(b) plus the actual non teacher costs incurred (or the upper limit prescribed, whichever is less)

(c) minus income from fees at standard rates after allowing for the prescribed percentage of free studentships open to the management to give additional free studentships from their own resources) and

(d) minus the prescribed contribution to the total recurring expenditure which the management will be required to make from its own funds and not from fees

Note ( ) The lower and the upper limits to non teacher costs as well as the contribution to be made by the management should be prescribed separately for each type of school and also separately for advanced or proper areas Some concessions should also be shown to girls school

With regard to the contribution from private managements we expect a secondary school to provide an endowment of Rs 50 000 and a higher secondary school and endowment of Rs 1 000 000 Until that is formed the contribution of management should be equal to the interest on an endowment of this order

(ii) Where fees are charged it is only the standard fees prescribed by government (and not the actual fees) that should be taken into account for purposes of grant in aid It should be open to the management to charge fees at lower rates and meet the loss thus incurred from its own resources Similarly it will be also open to the management to charge fees with the approval of the Department and to utilise the proceeds for providing additional services in the school or for raising its standard of instruction

(iii) When fees are abolished item (c) will disappear We however, recommend that in such cases it should be open to private secondary schools (this authority should be given also to government and local authority secondary schools) to charge a betterment fund from their student subject to an upper limit say five rupees a year with the approval of the Department The income from this fund should be utilised for improvement of instruction or provision of additional facilities Its accounts will be kept separately and be open to inspection by the Department but these should not be taken into consideration while fixing the grant in aid to the school

(4) With regard to non recurring costs we think that the managements of private schools should bear a fair share of the total expenditure By and large the grant in aid should, therefore be limited to 30 to 50 per cent of the total non recurring expenditure In special cases such as poorer localities or girls schools, the proportion of grant in-aid may be increased It should also vary from one type of institution to another

(5) The formula suggested above is meant for grant in aid to the average school In implementing it, two provisos will have to be added

(*a*) There should be a system under which cuts could be made in the grant in aid due to a school for patent failure to maintain standards, *e g* inability to retain staff for sufficiently long periods, complaints from staff regarding treatment, poor discipline among students, low results in public examinations

(*b*) Schools which maintain high standards and show good results should be given special encouragement grants for any projects which they may like to undertake with the approval of the Department

(6) Some schools should be regarded as experimental schools and given the freedom from external public examinations and all that they imply When such schools are in the public sector, the State Government or the local authority, as the case may be, will have to make adequate provision of funds for their maintenance and development on a basis different from that of the average school When such schools are in the private sector, grant in aid to them will also have to be given on a special basis, *e g* a liberal block grant renewable every three or five years These schools will not develop

adequately under the normal grant in aid code

Discriminating Approach to Good Schools

The Commission recommends that a discriminating approach should be adopted with regard to private schools and that greater freedom and assistance should be made available to good schools while a larger control should be exercised over the weaker ones We may illustrate how this might be done in the system we have proposed

In the *first* place government may vary the number of members nominated by it on the managing committees from institution to institution In the case of very good institutions which have maintained standards over a considerable time, this representation may be reduced to the minimum On the other hand in the case of weaker schools where complaints have been received and are frequent, the proportion of members nominated by the Department should be increased till it forms the majority A management which makes a larger contribution from its funds may be given a greater representation to induce a large flow of private funds

Secondly the limits prescribed for the non teacher cost could be higher for good schools which have shown good performance and merit

Thirdly better staffing may be permitted to schools that show good results—in the sense of a more favourable pupil teacher ratio or a larger proportion of posts in the higher categories

Non profit basis In many grant in aid codes it has been laid down as a condition of recognition or aid that educational institutions should be conducted only by non profit making bodies such as public trusts or societies registered under the Charitable Societies Act In some areas however proprietory schools are still recognised and aided We recommend that it should be an invariable rule that educational institutions must be conducted by non profit making bodies if they have to qualify themselves for assistance

Grant in-aid rules The existing grant in aid codes confer on the State Education Departments the right to withdraw recognition under certain conditions In practice however this theoretical right is hardly ever exercised There are two main reasons for this—sympathy for the teachers who will be thrown out of job and concern for the students whose studies will be disturbed We therefore recommend that the grant in aid codes should be amended to authorise the State Education Departments to take over the management of private schools which do not satisfy requirements and which

have persistently failed to come up to standard Before this extreme action is taken, the Department should frame charges against the management and give due notice If necessary, an appeal may be made to a tribunal specially set up for the purpose But the Department should have the authority, in extreme cases, to take over private schools Such a provision will have a very salutary effect and help in raising standards in the weaker group of private schools

Extent of Private Enterprise in India

During the year 1980, 60 85 per cent of the secondary and higher secondary institutions were managed by the private sector In Assam Haryana, Himachal Pradesh, Jammu and Kashmir Madhya Pradesh, Manipur, Nagaland, Punjab Rajasthan Sikkim Tamil Nadu, Tripura A & N Islands, Arunachal Pradesh Chandigarh Dadra and Nagar Haveli, Delhi Lakshadweep and Pondicherry the majority of the schools were government schools In Andhra Pradesh the majority of schools (69 81%) were run by local bodies The majority of schools in Bihar (95 99%) Gujarat (87 36%), Karnataka 60 66%), Kerala (60 35%) Maharashtra (83 52%) Meghalaya (92 02%), Orissa (71 33%), Uttar Pradesh (79 01%), West Bengal (97 41%), Goa Daman and Diu (87 75%) and Mizoram (88 60%) were private aided schools

Chapter 4

NURSERY/PRE PRIMARY EDUCATION

Importance of Pre Primary Education

The educational significance of this stage is increasingly being realised Modern researches have shown that the years between three and ten are of the greatest importance in the child s physical, emotional and intellectual development It has also been found that children who have been to a pre primary school show better progress at the primary stage and help in reducing wastage and stagnation The modern trend in educational policy, therefore, is to emphasize pre primary education, especially for children with unsatisfactory home backgrounds

Development of the Idea

Influenced by the views of Rousseau, Pestalozzi Froebel and Montessori etc , western countries have taken a very keen interest in the development of modern methods of educating the child The Kindergarten system and the Montessori Method are very popular methods today America and Russia are getting ahead of other countries in this respect Russia has included it in its national system of education

In her book The Nursery Schools , Margarete McMillan explains the necessity of nurseries and nursery schools "Nurseries and Nursery Schools are wanted because little children want nurses Of course, it is correct but in Russia nurseries have been opened because of the present developments in the economy of the country for which ladies are found in all sphere of life and when on work women do want their children to be left uncared for

The Sargent Report (1944) observed An adequate provision of Pre primary instruction in the form of Nursery Schools or classes is an essential adjunct to any national system of education

The Education Commission (1964-66) stressed the importance of pre primary education in these words, ' Pre primary education is of great significance to the physical emotional and intellectual development of the children especially those with unsatisfactory home back-

grounds

Need for Pre Primary Education

The following considerations bring out the need for the promotion of pre primary education

1 **Foundation stage** It is well known that the age 3 6 is the most impressionable part of children's growth and that the foundations of future adult personality are laid in these impressionable years Future social prejudices and social maladjustments are removed by the provision of a properly "controlled environment' for the children when they are at this stage

2 **Need for proper educational environment** There is a general feeling that the prevailing educational backwardness of large sections of our children is due to the lack of a proper educational environment in most homes, especially in the villages and that this can be met by providing nursery education

3 **Provision of equal education opportunities** Provision of equal educational opportunities to all is a fundamental principle on which a truly democratic society can be built It is an article of faith in with us today

4 **Filling the gap between the rural and urban children** The widespread provision of facilities for Pre primary Education will tend to minimise the gaps that exist between the children in the villages and those in the towns and between the children in poor homes and those who are born in the richer ones

5 **Pre Primary education essential for compulsory primary education** When schemes for the expansion of pre primary education are mooted, the question may be asked whether in view of the fact that the scheme of universal, free and Compulsory Primary Education with its heavy financial commitments has been undertaken, it would be advisable to embark on another scheme of pre Primary Education. The general option has been that the two questions should not be allowed to cross the conflict with each other Adequate and satisfactory provision of pre Primary Education will itself be conducive to the effective enforcement of Compulsory Education and contribute to its success Incidentally it will minimise the appalling ' wastage in Primary Education which has been the subject of many an educational report in the past

6 **Physical well being of children** There is another aspect of the question pertaining to the physical health and well being of our children which makes immediate expansion of provision of pre-Primary Education essential Most of our children are exposed to the

handicaps of unsatisfactory and insufficient nutrition Physical defects and disabilities become more pronounced at the pre School stage of growth and if attended to in time will tend to eliminate these defects and disabilities and prevent them from coming in the way of future growth Pre-Primary Education will have to deal mainly with two aspects which may be broadly called the physical and educational The first is no less important than the second The pre Primary School will have to work in close cooperation with other institutions set up for Social Welfare for purpose of medical relief health nutrition etc

7 **Increasing number of working mothers** The industrial and technological advancements have increased the number of working mothers Pre Primary institutions are needed to take care of their children

Objectives of Nursery Education

The objectives of pre Primary Education may be stated as

—to develop in the child good health, habits and to build up basic skills necessary for personal adjustment, such as dressing toilet habits eating washing cleaning etc

—to develop desirable social attitudes and manners and to encourage healthy group participation making the child sensitive to the right and privileges of others

—to develop emotional maturity by guiding the child to express, understand accept and control his feelings and emotions

—to encourage aesthetic appreciation

—to stimulate the beginnings of intellectual curiosity concerning the environment and to help him understand the world in which he lives and to foster new interest through opportunities to explore investigate and experiment

—to develop the child s ability to express his thoughts and feelings in fluent correct and clear speech and

—to develop in the child a good physique adequate muscular coordination and basic motor skills

Principles of Organising Activities at the Pre-Primary Stage

A publication of NCERT entitled 'Pre Primary Institutions—Their Supervision published in 1972 listed the following principles of organising activities and programmes for pre school children —

1 There should be a variety of activities for the children in the age group 3 4 and 5 ven though the objectives and the behavioural outcomes may be the same Repetition of the same activity or

imitation of the same model time and again should be discouraged

2 The requirements of the children even of the same age group should also be considered in relation to their physical development and social environment

3 The play way activities should have the potentialities to provide for free and intelligent expression

4 The experience of play should result in happiness for the children and should be satisfying to them

5 There should be a free atmosphere for the children to move about in

6 There should be a good number of group activities The children should be allowed to come in contact with a number of companions through various activities and programmes

7 The equipment which the children handle and play with should as far as possible be drawn from the local environment This will help the children to have a better understanding and make better utilisation of the environment around them

8 Some of the equipment and activities should be related to progressive changes happening in the society around them

9 The individuality of each child should be respected to utmost Any difficulty encountered on account of any child s temperament should not be harshly dealt with The pre school teacher or the Balsevika should act more as a nursing mother, a friend and a guide than as a preceptor

10 For the age group 4½ to 6 years some of the activities should be directed to result in learning experiences conducive to school readiness in the children Therefore, such activities should have relationship with the activities to be pursued by the children later on in grades I and II This is necessary so that the children from the pre school institutions are able to adjust to the atmosphere of the primary schools when they join them at the age of 6+

Problems of pre Primary or Nursery Education and Causes of Slow Growth

The National Seminar on Primary and Work Oriented Education (1971) considered in detail the role of the pre Primary Education outlined its problems and made important recommendations for its promotion in India

1 Need for an Appropriate Curriculum
2 Provision for Cheap Equipment
3 Organisation of Classes
4 Training of Teachers

5 Suitable Buildings
6 Agencies for pre Primary Education
7 Board for pre Primary Education
8 Rules for Grant in Aid
9 Role of the Government in pre Primary Education
10 Suitable Books for Children
11 Pre Primary School Teachers' Association
12 Incentives for Children

Suggestions for the Promotion of Nursery Education

1 **Appropriate curriculum** The following forms of activities should be provided

(a) Activities for developing muscular co-ordination and health.

(b) Personal health activities and activities for developing health habits

(c) Activities relating to cleanliness

(d) Activites relating to sensory training

(e) Activities relating to observation of nature

(f) Activities relating to language and number works

2 **Provision for cheap equipment** (i) Much of the equipment could be made locally, using locally available materials In the training courses for teachers, the trainees should receive training in the making of articles of equipment themselves and also practical guidance in getting some of the articles made with the help of local artisans

(ii) The Multi Purpose High Schools and Polytechnics should be encouraged to manufacture such of the articles of equipment for pre Primary Schools as could be brought under the schemes of practical work in their Carpentry and other sections The possibilities in this regard should be examined by the Education Department and the Board for Technical Education

(iii) Toy Banks may be organised for the purpose of collecting useful toys for children in the pre Primary School

(iv) Toy making should be introduced as a craft in Girls High Schools

3 **Organisation of classes** Pre Primary Schools should work in two sessions of three hours each per day The children should be divided into two batches each batch attending one session The actual timings may be decided according to local and seasonal conditions

There should not be more than 20 children in a group per teacher The teacher should also have the assistance of a helper As the

school will work in two sessions and 20 children will be taken on for one session and another 20 for the other, the staff will be on the basis of one teacher and helper for 40 children

4 **Training of teachers** (*i*) Teachers for the pre Primary Schools should possess a general educational qualification corresponding to a pass at the senior and they should be trained They should be given the same pay as teachers in Primary Schools possessing the same qualifications

(*ii*) General educational qualification of the eight standard should be prescribed for helper The helpers should also be trained for their work in short courses They should be selected with care They should possess the requisite qualities for dealing with young children and this should be the criterion in selecting them

5 **Suitable buildings** (*i*) Simple structures will be adequate to suit the type of pre Primary School More costly and better buildings may be constructed, wherever possible The low-cost structures have been suggested so that the question of cost of buildings may not loom large and come in the way of the spread of pre Primary Education facilities in the rural areas

(*ii*) Different designs and plans at various cost levels suited to the special requirement of pre Primary Schools should be got prepared This would require experimentation in some typical areas

6 **Agency for pre-primary education** The Pre-Primary School is an Educational as well as a Social Welfare agency The agency for the organisation of the pre Primary Education should be the Education Department This should be assisted by the Social Welfare Department

7 **Board of pre primary education.** A Board of pre Primary Education should be set up It should be an expert Advisory Body Its functions may be the following

(*i*) To advise the Government on schemes of expansion of pre-Primary Education,

(*ii*) To review the progress achieved in the schemes periodically with a view to ensuring that the outcome of the schemes undertaken has been satisfactory and that the benefits of the schemes have been evenly distributed over the State and to send a detailed report in this behalf to Government

(*iii*) To advise the Government on the curriculum, equipment, building, staff and such matters, taking note of the actual experience obtained in the course of the implementation of the scheme of expansion now proposed,

(*iv*) To advise the Government on matters relating to co-ordination

between the several agencies engaged in pre Primary Education such as the Social Welfare Board and Education Department etc

(v) To advise Government on measures to be adopted to make suitable books available to the children

(vi) To study the conditions and requirements of schools by visiting typical schools in various areas of the State

(vii) To advise Government on measures relating to the selection of teachers and their training and

(viii) To advise Government in all matters relating to pre Primary Education referred to the Board

8 **Grant in-Aid Rules** (a) There should be a set of uniform rules for grant in aid replacing the different rules now in force in the different areas of the States

(b) The underlying principle of grant in aid is the sharing up of the responsibility between the private agencies and the Government Considering practical conditions now obtaining Government should give financial aid to the extent of the full pay of the staff All non recurring expenditure for buildings equipments etc, should be met by the private agency

(c) Arrangements should be made for disbursing the salaries of the staff without delay

9 ***Establishment of pre-primary schools by the Government*** While the establishment of pre Primary Schools by local bodies and other private agencies should be general pattern of expansion in this grade of education the Government should also establish schools on its own (i) to serve areas which are specially backward economically, and educationally and (ii) to function as demonstration centres in the rural areas

10 **Suitable books for children** (a) Government should aid the publication of good books for children by means of subventions and the system of purchasing books for being gifted to schools It will not be possible for private authors to bring out good children s books without financial assistance from Government Government may also take over the publication of good books on suitable terms with the authors

(b) There should be an anthology of existing books suitable for children below the age of 6 This anthology should be prepared by an expert body As fresh books come up they may be added to the list Great care must be exercised in the selection of books which will be picture books in the main for the use of children in their impressionable years

11 **Pre-primary school teachers' association** It is desirable

to have a State wide Association of pre Primary School teachers with the object of pooling practical experience in the running of schools, especially in the rural areas and to develop the professional side of the teachers' work The teachers should be encouraged to form themselves into such an Association If a Board for pre-Primary Education comes into existence a convention of teachers may be convened by the Board for drawing up a constitution and defining its functions and to consider other problems relating to the practical implementation of the new policy of Government

12 **Incentive to children** Mid day meals should form an essential service not only from the point of nutrition but also from the point of view of social training through activity and also motivating them to attend school

Recent Developments in pre Primary Education

Prior to 1947, little attention was paid to pre primary education and it was not even regarded as a State responsibility For the first time in our educational history, the report of the Central Advisory Board of Education on post War Educational Development in India (1944) emphasised its significance and recommended that an adquate provision of pre Primary Education should be an essential adjunct of a national system of education It is gratifying to note that pre-primary education has been rapidly gaining in popularity in the post Independence period In 1950-51 the number of pre Primary Schools was only 303 and 866 teachers with an enrolment of about 28,000 The total direct expenditure on pre Primary Education was about 1 2 million or 0 1 per cent of the total educational expenditure In 1965 66, the number of pre Primary Schools increased to 3 500 with 6 500 teachers and the total expenditure also rose up to Rs 11 million or 0 2 per cent of the total educational expenditure These are mainly urban institutions In rural areas excellent pioneering work has been done by the Central Social Welfare Board (CSWB) and the Community Development Administration which taken together run about 20 000 balwadis having a total enrolment of about 600 000 The progress is no doubt small in relation to our goals, but it marks a tremendous advance over earlier achievement

Recommendations Made by the Education Commission, 1964-66 on pre Primary Education

1 **Restricted role** While recognising the need to develop pre-primary education as extensively as possible, the Commission feels that our advance in this sector will necessarily be restricted on

account of the inadequacy of the resources available, and specially because primary education must be accorded a higher priority It is also necessary to reconcile the competing claims of quality and quantity

2 **Management and control of pre-primary schools** The establishment and conduct of pre Primary Schools may be left, as at present, mainly to private enterprise The State should assist through grants in aid on a basis of equalisation Accordingly, pre Primary Schools catering for the needs of children from the under privileged group will have a higher claims on State funds

3 **Stress on devising less costly methods of expanding pre primary education** Every encouragement should be given to experimentation, particularly in devising less costly methods of expanding pre Primary Education

4 **Curriculum—a programme of activities** We can hardly talk about a curriculum for pre Primary Schools it is more appro priate to think of it as programme of activities We agree with the suggestion of the Committee on Child Care (1661 62) appointed by the CSWB that the programme should consist of the following activities

(*a*) **Play activities** (*i*) Free play including educational and constructional toys, indoor games and out door activities in association with other children

(*ii*) Physical activities involving muscular and limb movement

(*iii*) Play involving contact, acquaintance imitation and experience of physical family and social environment

(*iv*) Organised play, group activities and directional play and

(*v*) Play ground activities using playground apparatus

(*b*) Physical training including simple exercise, dance and rhythmics

(*c*) Manual activities and play like gardening simple chores and participation in simple community efforts

(*d*) Sensorial education using natural objects and *especially* con structed apparatus

(*e*) Handwork and artistic activities including the use of finger skills and tools and activities like drawing, painting singing music and dancing

(*f*) Learning activities including language personal hygiene and health rules elementary nature study involving contact with the physical plant and animal world; counting and arithmetic etc

(*g*) Self service in school eliminating as far as possible the use of and adult helpers

The programmes should not tend to be rigid and authoritarian Adequate opportunities should be given to children to know their environment group work should not tend to be emphasised at the cost of children s needs and that the educational possibilities of provision of mid day meals and snacks should be utilised fully

5 **Need for coordination** There is need for more coordination among the different agencies that work for child care and pre-Primary Education, both at the national and State levels In particular, it is necessary for the State Education Department to develop close relation with the CSWB, the Indian Council of Child Welfare and the Community Development Administration

6 **Enrolment** With regard to enrolments, it is considered that feasible target would be to enrol five per cent of the children in the age group 3 to 5 by 1986 This will meen an enrolment of about 2 5 million

7 **Establishment of pre-primary education development centre** It will be necessary to establish pre Primary Education Development Centre for giving continuous guidance to the teachers working in these institutions and for organising programmes of in-service training These centres should initially be at the District level and State level A beginning may be made by starting there on a regional or divisional basis but the ultimate object should be to provide every district with a centre in a phased programme spread over 20 years

Pre-Primary Education under the Sixth Plan

A modest programme for early Childhood Education has been proposed under the Sixth Plan by way of broadcasting the Universalisation of Elementary Education Pre schools, as adjuncts to primary and middle schools, in rural areas for children of the dis advantaged sections, envisaged under the programme also aim at enabling out of school girls to attend schools, thus removing significantly one of the causes for non enrolment and drop out Under the central sector, it is proposed to extend assistance to voluntary organisations for running such centres An Expert Group constituted by the Ministry during the year 1981 recommended several models for early childhood education and also training of teachers needed for the programme

Chapter 5

UNIVERSALISATION OF ELEMENTARY EDUCATION

Compulsory Education in India—A Brief History

J P Naik describes the history of compulsory education in India in an article published in the Seminar Issue (1961) of the Indian Journal of Educational Administration and Research as

The desire of compulsory education began to find expression in the writings and speeches of our leaders from about 1840 Even some of the progressive officers of the Government wrote about and discussed plans of education including that of compulsory provision of schools or compulsory enforcement of attendance But the idea hardly gathered any momentum till 1882 when a number of witnesses before the Hunter Commission asked for the introduction of compulsory education They were no doubt impressed by the Compulsory Education Laws passed in England in 1870 and 1880 But the Hunter Commission naturally brushed all such talk aside as fantastic and did not even care to discuss the problem By the turn of the century however conditions had changed very greatly The rise of Japan had a tremendous effect upon the people The Congress was now active and the public awakening was immensely greater So Gokhale was emboldened to bring a bill for compulsory education in the Central Legislature in 1912 Unfortunately but not unexpectedly it was thrown out, partly because it was premature and partly because the British Government was not prepared to accept the responsibility It was again the impact of the First World War and the withdrawal of British authority by transfer of education to elected Ministers in the provinces in 1921 that made the acceptance of the principle possible The Indian Minister could now do what an Indian Prince like Maharaja Gaikwad had already done for his State in 1893—they passed laws of compulsory attendance and enforced them in a few areas on an experimental basis But this could not meet the growing national demand and the agitation continued Forced to accept the principle the British Government changed its tactics and began to plead that on administrative and financial grounds it would not be

possible to introduce compulsory education for several years to come The final victory in the struggle, therefore was only achieved after the attainment of Independance and the concrete proof of this victory was the insertion of Article 45 in the Constitution—'the State shall endeavour to provide free and within ten years from the date on which the Constitution comes into force —the supreme embodiment of a national struggle spread over a hundred years in the past and of its most cherished hope for all time to come '

Free Education

Education is free in classes I to V in Government, local bodies and aided schools in all parts of the country It is also free in classes VI to VIII in all States/Union Territories except for boys in Orissa and Uttar Pradesh

Compulsory Education Acts

Legislation for compulsory education exists in all States except Bihar, Manipur, Meghalaya Nagaland, Sikkim and Tripura Among the Union Territories, such legislation is in force in Andaman and Nicobar Islands Chandigarh and Delhi In Himachal Pradesh the Act covers the entire elementary stage (classes I to VIII)

Universalisation of Education

Article 45 of the Indian Constitution directed that free and compulsory education by all children until the age of 14 years should be provided by 1960 In spite of the unprecendented progress made after Independence it has not been possible to realise the goal

The document prepared by the Planning Commission for fresh priorities in education during the Sixth Plan notes that despite the network of over 6 50,000 schools and colleges employment of 3 1 million teachers and budget of the orders of Rs 2 000 crores it has not been possible to achieve universal education for all children upto 14 years It points out that for every three children enrolled in Primary and Middle Schools, one child is left out Over 80 per cent of the children not enrolled so far are confined to a dozen States Nearly 64 per cent of the children who are enrolled in class I drop out by the time they complete class V Only 19 out of every hundred children enrolled in class I in the country in 1970 71, reached class IX during 1978 79

The vast majority of out of school children consist of children of the weaker sections like Scheduled Castes, Scheduled Tribes agricultural labourers and slum dwellers Two thirds of non enrolled

Chapter 5

UNIVERSALISATION OF ELEMENTARY EDUCATION

Compulsory Education in India—A Brief History

J P Naik describes the history of compulsory education in India in an article published in the Seminar Issue (1961) of the Indian Journal of Educational Administration and Research as

'The desire of compulsory education began to find expression in the writings and speeches of our leaders from about 1840 Even some of the progressive officers of the Government wrote about and discussed plans of education including that of compulsory provision of schools or compulsory enforcement of attendance But the idea hardly gathered any momentum till 1882 when a number of witnesses before the Hunter Commission asked for the introduction of compulsory education They were no doubt impressed by the Compulsory Education Laws passed in England in 1870 and 1880 But the Hunter Commission naturally brushed all such talk aside as fantastic and did not even care to discuss the problem By the turn of the century however conditions had changed very greatly The rise of Japan had a tremendous effect upon the people The Congress was now active and the public awakening was immensely greater So Gokhale was emboldened to bring a bill for compulsory education in the Central Legislature in 1912 Unfortunately but not unexpectedly it was thrown out partly because it was premature and partly because the British Government was not prepared to accept the responsibility It was again the impact of the First World War and the withdrawal of British authority by transfer of education to elected Ministers in the provinces in 1921 that made the acceptance of the principle possible The Indian Minister could now do what an Indian Prince like Maharaja Gaikwad had already done for his State in 1893—they passed laws of compulsory attendance and enforced them in a few areas on an experimental basis But this could not meet the growing national demand and the agitation continued Forced to accept the principle the British Government changed its tactics and began to plead that on administrative and financial grounds it would not be

possible to introduce compulsory education for several years to come The final victory in the struggle, therefore was only achieved after the attainment of Independance and the concrete proof of this victory was the insertion of Article 45 in the Constitution— the State shall endeavour to provide free and within ten years from the date on which the Constitution comes into force —the supreme embodiment of a national struggle spread over a hundred years in the past and of its most cherished hope for all time to come

Free Education

Education is free in classes I to V in Government local bodies and aided schools in all parts of the country It is also free in classes VI to VIII in all States/Union Territories except for boys in Orissa and Uttar Pradesh

Compulsory Education Acts

Legislation for compulsory education exists in all States except Bihar Manipur Meghalaya Nagaland Sikkim and Tripura Among the Union Territories such legislation is in force in Andaman and Nicobar Islands, Chandigarh and Delhi In Himachal Pradesh, the Act covers the entire elementary stage (classes I to VIII)

Universalisation of Education

Article 45 of the Indian Constitution directed that free and compulsory education by all children until the age of 14 years should be provided by 1960 In spite of the unprecendented progress made after Independence it has not been possible to realise the goal

The document prepared by the Planning Commission for fresh priorities in education during the Sixth Plan notes that despite the network of over 6 50 000 schools and colleges employment of 3 1 *million teachers and budget of the orders of Rs* 2 000 crores it has not been possible to achieve universal education for all children upto 14 years It points out that for every three children enrolled in Primary and Middle Schools, one child is left out Over 80 per cent of the children not enrolled so far are confined to a dozen States Nearly 64 per cent of the children who are enrolled in class I drop out by the time they complete class V Only 19 out of every hundred children enrolled in class I in the country in 1970-71, reached class IX during 1978 79

The vast majority of out of school children consist of children of the weaker sections like Scheduled Castes, Scheduled Tribes agricultural labourers and slum dwellers Two-thirds of non enrolled

children are girls and three fourth of them are in nine educationally backward States viz Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa Rajasthan Uttar Pradesh and West Bengal According to the Fourth Educational Survey, the en rolment of Scheduled Castes and Scheduled Tribes children in Classes I to VIII was 119 68 lakhs and 49 54 lakhs respectively representing 60 10 per cent and 49 99 per cent respectively of the total Scheduled Castes and Scheduled Tribes in 6 14 age group population The following table indicates the position and target of enrol ment at the elementry stage

TABLE 5 1

	1950-51	1978 79	1979-89 Provisional	1984-85 Target
				(In Lakhs)
A group 6 11				
Enrolment Classes I V	191 55	686 00	722	832
Enrolment as percentage of age group population	42 6	81 65	83 4	95
Age group 11 14				
Enrolment Classes VI VIII	31 20	179 60	187	257
Enrolment as percentage of age group population	12 7	37 94	38 4	50
Age group 6 14				
Enrolment Classes I VIII	222 75	865 60	909	1089
Enrolment as percentage of age group population	32 4	65 90	67 2	77

The Indian Express in its editorial dated 25 3 81 made these observations regarding slow progress of elementary education in the country, "The reasons for this disappointing picture are not far to seek Though primary and secondary education was given due im portance in the first plan in subsequent plans their share of allo cation was substantially reduced in favour of higher education At the same time urban schools continued to get a disproportionate share of funds Rural schools apart from being inadequate and un suitably located have generally lacked minimum facilities such as buildings mats and blackboards Also lack of separate schools for girls has inhibited the spread of education among them Economically and socially backward classes on the other hand are compelled to put their children to work Apart from low enrolment these factors are also responsible for the staggering rate of drop-outs

i educational planners have yet to appreciate fully the economic

and social problems hampering primary and secondary education The stereotype curricula have proved totally inadequate at least to rural areas It is time to devise a flexible education system related to local background and needs "

Problems of Universalization of Education

1 Uneven spread of education
2 Low enrolment of the backward sections of the society
3 Stagnation
4 Wastage
5 Low enrolment of girls
6 Apathy and poverty of the parents
7 Defective curriculum
8 Uninspiring methods of teaching
9 Lack of suitable reading and writing material for children
10 Lack of qualified teachers
11 Frequent transfer of teachers
12 Lack of effective inspection and academic guidance by the inspecting staff
13 Failure to enforce compulsory attendance
14 Lack of a suitable admission policy
15 Conservative attitude towards co-education
16 Inadequate and unattractive school building
17 Poor nutrition of children
18 Existence of large number of incomplete primary schools
19 Lack of part time facilities
20 Group rivalries of local bodies
21 Meagre financial outlays
22 Overpopulation

Some Problems regarding Universalisation

Equalisation of educational opportunity The total number of non enrolled children at the elementary stage (classes I-VIII) is of the order of 470 lakhs The hardcore of non-enrolled children at the primary stage (classes I-V) consists of children from the weaker sections of the community like scheduled castes, scheduled tribes agricultural landless labourers and urban slum dwellers Two-thirds of the non-enrolled children are girls and three fourths of the non enrolled children are in nine educationally backward states, namely, Andhra Pradesh, Assam Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa Rajasthan Uttar Pradesh and West Bengal

The Fourth Education Survey (1978) revealed that even in the

advanced States where overall enrolment had been satisfactory, low enrolments were observed in respect of girls, scheduled castes and scheduled tribes and in the backward tracts It was also found that the advanced areas and States had progressed at a greater pace than the backward areas of States In certain States, the very low enrolment of girls had become a problem In all States some districts had advanced whereas others were lagging behind Similarly, even in the same district, there were differences in the provision of educational opportunity in different Community Development Blocks The problem of inequality of educational opportunity may be considered at several levels and with reference to different sections of society as follows

(i) Inequality that exists between one State and another

(ii) In a State the prevailing inequality between one district and another

(iii) In a district unequal educational opportunity in different areas

(iv) Inequality of educational opportunity between boys and girls, and

(v) Inequality of educational opportunity that now prevails between the different sections of society advanced castes *vs* scheduled castes and scheduled tribes upper and middle classes *vs* lower classes economically better off classes *vs* poorer sections etc On the basis of the experience reported in the different States the following causes which now tend to create inequality of educational opportunity may be listed

1 Varying economic conditions Some States are economically advanced while others are lagging behind Consequently the income per head of population in different States varies considerably The same is true of district block and local level

2 Social and psychological reasons *e g* apathy towards girls education particularly in socially backward groups of people

3 Varying literacy levels in States districts and localities

4 Existence of inaccessible and isolated small habitations particularly in hilly and forest areas

5 Varying occupational opportunities prevailing in different areas

6 Lack of suitable and adequate accommodation for running schools

7 Dearth of suitably qualified teachers particularly women teachers and teachers for tribal areas

Equality in educational opportunity The financing of Elementary education where equality of opportunity is to be achieved with

out delay should be separated from financing of other sectors of education and treated on a special footing Special financial assistance be given to all States on the Principle of Equalisation in order to enable them to fulfil the directive of Article 45 of the Constitution While adopting this principle, the Equalisation Authority should consider both developmental and committed expenditure on elementary education The extent of State effort and the quantum of assistance from the Centre should both be decided by the Equalisation Authority *i e* the Central Government while equalising at the State level Similar principles should be adopted by the State when equalising at the District level and by the District when equalising at the local level

Targets and Aims of Universalisation

The following specific steps should be taken and targets achieved during the Sixth Plan period

1 All advanced States should achieve at least 10 per cent enrolment for boys in the age group 6 11 and 90 per cent for the girls in the same age group

2 All backward| States should achieve targets of 100 per cent enrolment for boys in the age group 6 11

3 Special steps may be taken to bring in at least 80 per cent of non attending children of the scheduled castes scheduled tribes and other backward classes to schools during the Sixth Plan

4 At least 70 per cent of non attending children of the rural areas may be enrolled in schools during the Sixth Plan

The following special pregramme to attain targets is recommended

1 Free distribution of mid day meal to the poor and needy children

2 Supply of free text books and clothing to the poor children

3 Directives may be issued by the Centre to backward States to concentrate on the clearance of the backlog of non attending boys and girls

4 Setting up of School Improvement Committees for undertaking intensive drive for bringing non attending children to schools and also to see to it that enrolled children are retained in schools. Where School Management Committees already exist they may be entrusted with this task

5 Steps may be taken to enforce attendance at least to the extent of issuing warning notices and attendance orders to the parents of defaulting children

6 Whenever necessary, the prescribed teacher pupil ratio may

be relaxed while sanctioning new schools and additional teacher units in backward areas

7 Provision of part-time schooling may be arranged for those children who are unable to attend regular schools

8 Intensifying social education programmes in backward areas and among socially backward groups of people for educating the parents

9 Special targets may be fixed for enrolment by the State Govern ment from year to year for each district greater attention being paid to backward districts and areas

10 Separate targets for the enrolment of children of groups of backward classes may also be fixed at State and District levels

11 It may be made obligatory for teachers to stay in the vicinity of the school as far as possible As an incentive, payment of rural accommodation allowance to teachers of rural areas who live with in the vicinity of the school, may be considered

12 Suitable facilities may be given to the children of rural elemen tary school teachers studying in high schools

13 Residential type of schools (Ashram Schools) may be establish-ed for children of teachers working in very backward area and the full cost of their education may be borne by the Government

Education of the Backward Section of Community

The other problem is that of enrolling children from the poorer and weaker sections of the community *viz* Scheduled Castes Scheduled Tribes landless agriculture labourers and tribals Taking the country as a whole, the enrolment of the scheduled caste children is 85 per cent of that of other communities at the primary stage The corresponding figure in the middle school stage is only 58 per cent In some States these enrolments are still lower In U P for example, the enrolment of Scheduled Castes children at the primary stage is only 59 per cent of that of other communities and that at the middle school is only 46 per cent The enrolments of Scheduled Tribes are even low Precise figures for groups like landless agricultural labourers are not available But the available data indicate that their enrolments also are similar to those of the Scheduled Castes

In classes I V the enrolment of Scheduled Castes was 10 113 874 or 14 62 per cent of the total enrolment In classes VI VIII the Sche duled Castes enrolment was 18 45 889 or 10 55 per cent of the total enrolment The Scheduled Castes enrolment in IV and onwards was 7 64 827 or 8 99 per cent of the enrolment Girls constituted 34 94 per cent 26 87 per cent and 22 34 per cent of the Scheduled Castes

enrolment in classes I V, VI VIII, and class IX and onwards respectively

The Scheduled Tribe enrolment in classes I-V was 43 33,816 this constituted 6 27 per cent of the total enrolment in these classes Enrolment of students belonging to the Scheduled Tribes in classes VI VIII was 6,20,528, constituting 3 55 per cent of the enrolment in these classes In class IX and onwards, the number of students belonging to Scheduled Tribes was 2,56 079, 26 85 per cent and 26 51 per cent of the Scheduled Tribe enrolment in classes I V, VI VIII and class IX and onwards, respectively

Recommendations for Popularising Tribal Education

1 **Training of teachers** Such teachers working in the tribal areas who do not possess enough knowledge about the tribal life and culture may be given training in these aspects The teachers posted in tribal areas should also acquire knowledge of tribal dialects

2 **Provision of hostels and extension of ashram schools** Whenever possible, the schools functioning in tribal areas may be provided with hostels which will solve many problems Extension of Ashram schools, use of youth dormitories may also solve some of the problems

3 **Provision of suitable school accommodation** All the schools functioning in tribal areas should be provided with suitable accommodation

4 **Encouragement of participation of tribal parents** Participation of tribal parents in the educational programmes may also be encouraged The awareness and interest regarding the utility of education for the children should be created among the parents

5 **Provision of audio visual aids** Provision of audio visual aids for the development of education of tribal children is essential and may be made available as soon as possible

6 **Introduction of tribal dialects and medium of instruction** In tribal areas, having a large population where people do not understand the regional language, tribal dialects may be introduced as the medium of instruction wherever possible in the initial stages and then they should be integrated with the general educational system and may be taught regional languages But in the tribal areas where the children understand the regional language it can be used as medium of instruction Such practice will reduce the rate of wastage and stagnation and also create interest among the children

7 **Suitable curriculum for the schools** There is a need for evolving a suitable curriculum for the schools functioning in tribal areas This curriculum may be science oriented but culture based The

curriculum should be so framed that this should include the various aspects of tribal life and culture

8 **Economic incentives to parents** Since the tribal people are economically backward and the children have to take part in different activities of the economic pursuits, the parents do not care for the education of their children because this sustains economic loss Thus some economic incentive may be given to students but not to parents to prosecute their studies Timing of the schools may be adjusted according to the local needs

9 **Special training for talented tribal students** A scheme to help the talented tribal students may be started They may be given different types of training and they may be asked to work in tribal areas

10 **Improvement in teacher community relationships** Steps to improve the Ashram School education may be taken The teacher community relationship may be improved The cleanliness of the buildings discipline in the Ashram Schools may be improved and adequate freedom to students for participating in various games may be given Some courses to train these teachers may be organised

11 **Medium of instruction** To sustain the interest of the little children it is necessary that at least upto class III the mother tongue of the children should be used as the medium of instruction It will help to reduce the drop out and stagnation of children in the lower class There is also a need to develop special reading materials for these children

12 **Flexibility in school hours** In the tribal areas the school hours and the duration will have to be adjusted according to the needs of the community Children in these areas are by nature play ful and not work oriented They cannot sit for long hours in the classrooms In some cases therefore schools might have to be opened in the morning and evening hours with a break in between

13 **Opening of non formal centres** One of the solutions for the problems of education of tribals and namads would be to open non formal education centres These centres would cater to the needs of both parents dropped out and unenrolled children mothers and other adult women folk of the community The educational pro grammes will have to be integrated with the development and social welfare activities of the community It would include both health sanitation agriculture work experience and community develop mental programmes It is through this package programme of the non formal education centres that tribal and normal children could

be brought and retained in large numbers in the folds of education

14 **Teacher orientation to bridge the gap between the teachers and the members of the local community** There is a great need to orient the teachers to acquire techniques of creating a rapport with the people and to develop a respect for the culture of the local community

Education of the Girls Community

TABLE 5 2 ENROLMENT OF GIRLS

Classes	*Percentage of Girls Enrolment*
I to V	38 27%
I to V (Rural Areas)	36 18%
VI to VIII	32 70%
VI to VIII (Rural Area)	27 83%
Secondary Stage	28 69%
Secondary Stage (Rural Areas)	27 12%

Causes of Shortfalls in the Enrolment of Girls at the Primary and Middle Stages

The main causes for the shortfalls in the enrolment of girls seem to be as follows

1 **Economic backwardness of the rural community and popularisation of girls education.** The girls are very useful at home for carrying out domestic duties and so mothers are reluctant to send them to school They cannot maintain servants or helpers Further, they do not have the means for providing adequate clothing and books which would be needed if the children go to school A large number of children in the rural areas are under nourished They hardly have a square meal a day Unless the parents are given some kind of economic relief it will be impossible to achieve the targets of the Plan The following remedial measures are being suggested

(*a*) Free uniforms and free books to the needy and deserving children

(*b*) Attendance scholarships which serve as a compensation to the parents This will also ensure reduction of wastage and stagnation

(*c*) Mid day meals

2 **Lack of proper social attitude in favour of girls' education in rural areas.** The Purdah system (in some States such as in

Orissa Uttar Pradesh, Bihar and Rajasthan) and certain other harmful social customs in these States and in others stand in the way of the development of girls education In some places caste barriers also contribute to this Further, the parents are not sufficiently favourably disposed towards girls education as they have not yet come to understand its value The school and home are different worlds The parents, the teachers and the social workers should break the barrier existing between these so that the school becomes the centre of the community life Many parents who have a desire to educate their children are unable to do so as they are not in favour of co education beyond the age of 9 plus The following remedial measures have been suggested

(a) To study the problems relating to women s education and to get detailed scientific data a thorough research should be taken up by the Institutes of Education in different States and co ordinated at the national level

(b) Establishment of separate schools for girls at the middle and high school stages

(c) Appointment of School Mothers in co education primary schools

(d) Opening of creches and nursery classes wherever possible

(e) Creating public opinion in favour of girls education through

(i) Enrolment drives at the beginning of the school session and celebration of the Girls Education Week through Prabhat Pheries Cultural Educational Programmes Documentary Film Shows Social Service Camps in Villages by senior students and teachers and follow-up programmes by periodical visits

(ii) Close co operation with the activities of other women social workers in various fields like S E Os Gram Sevikas Mahila Samiti Members, Women Health Visitors and Lady Extension Officers

(iii) State Council of Girls Education and its District Counter parts

(iv) Radio Press Films and Posters

(v) Parent Teacher Associations

(vi) Adequate Literature in the form of books and pamphlets for popular reading by the rural people and workers

3 **Provision of adequate educational facilities in the rural or backward areas** The factors responsible for the lower enrol ment of girls are as follows

(a) Non availability of a school within walking distance of the girls particularly in backward areas

(*b*) Unwillingness of parents to send their daughters to mixed schools beyond the age of 9 plus

(*c*) Lack of separate sanitary facilities for girls in the mixed schools

(*d*) Lack of suitable school buildings and equipment which tend to create a poor school environment

The following measures would overcome these difficulties

(*i*) The target in the Sixth Plan should be to have at least one primary school within a radius of one mile from every home which is within the walking of child

(*ii*) Hostel for girls in the middle and high school stages

(*iii*) Maintenance stipends to girls residing in hostels for meeting their board and lodging expenses, at least in part

(*iv*) Subsidised transport facilities, wherever necessary and possible

(*v*) All priority to be given to the construction of suitable buildings for girls' schools

(*vi*) Free education for girls up to the School Leaving Certificate Examination

4 **Availability of women teachers** The lack of women teachers in primary and middle schools was very largely responsible for the low enrolment of girls, especially in the six backward States It is an accepted fact that the primary schools should be staffed by women teachers At present the proportion of women teachers to men teachers is very low Women in the more advanced States like Kerala, only about 45% of the teachers in the primary schools are women The figures for Madras are 33%, for Mysore, 25% and West Bengal, 14% In the back ward States the position is much worse For example it is 5% for Orissa and 10% in Rajasthan Although the position has improved since the end of the Second Plan, the progress in by no means satisfactory The training programme for women should be accelerated The problem has to be tackled from two directions (*a*) by increasing the recruitment potentiality of the training institutions and (*b*) by opening the opportunities for unqualified adult women to take up the teaching profession The shortage of women teachers is also due to the fact that a good number of qualified are unwilling to go to rural and backward areas and to areas which are at a distance from their homes because of lack of minimum amenities Following steps may be taken for increasing the number of women teachers

(*a*) A large number of training institutions have to be provided for women especially in backward States These institutions should gene-

rally be located in rural areas and these should generally recruit their trainees from that area

(*b*) Condensed course centres should be started in these backward areas to open up avenues to adult unqualified women for employment as teachers Wherever possible such centres should be attached to the training institutions

(*c*) Large number of quarters for women teachers should be provided particularaly in rural areas Our target in the Sixth Plan is to be provide at least 60 per cent of the women teachers with quarters in primary schools

(*d*) All women teachers employed in rural areas should be given adequate rural allowance and not less than Rs 50 per month

(*e*) Special stipends should be given to girls in high schools with aptitude for teaching

(*f*) Wherever possible husbands and wives should be posted in the same place even if they work in different departments of the Government

(*g*) Free training should be imparted with stipends to all candidates of training institutions

(*h*) In service training of education should be given to untrained women teachers who have put in at least two years of service The period of training or education should be treated as on duty

5 **Effective supervision and personal guidance** The development of girls education in the different States has been seriously hampered because of the inadequate machinery to look after the various programmes in this field which require concentrated attention special care and individual guidance The number of ladv officers is far too small to shoulder the responsibility of speeding up the progress of girls education as envisaged in our plan The offices are poorly staffed and ill equipped They do not have suitable conveyance facilities which would help in maintaining regular contacts within their field of work In view of the nature of work demanded by the developmental programmes the following measures for immediate implementation are suggested

(*a*) Increase in the number of women inspecting officers particularly in the backward States at different levels including State level and Directorate level

(*b*) Provision of adequate transport for all district women inspecting officers

(*c*) Adequate office staff and equipment

(*d*) Residential facilities to all women officers at all levels

(*e*) Adequate funds at the disposal of the State Council for closer

contact with rural areas

6 **Social education for adult women** The problem of girls enrolment is very closely connected with the problem of social education of adult women In fact, the success of girls' education depends in a very large measure on the successful implementation of social education programmes for adult women, specially in rural areas

The percentage of literacy for women in India is very low The figure for women literacy in rural areas will be much less The ignorance among women and the lack of communications create mental barriers and shunt out a very large percentage of adult women from the outside world This problem can be tackled in the following ways

(*a*) By opening adult literacy classes in larger numbers

(*b*) By teaching simple skills like sewing, knitting, handicrafts etc and knowledge of basic principles of health and food habits

(*c*) New attitudes towards community living family planning, superstitions, caste, etc

This programme can be tackled effectively with the help of the Education Department in co-operation with other departments concerned like Community Development, Health and Social Welfare

7 **Lack of adequate incentives** The poor enrolment position of girls specially in backward areas cannot be improved unless special incentives are provided Special schemes sponsored by the Government of India have been adopted in several States Although the schemes have been implemented, they do not cover a very wide area and the total results thus fall far short of expectation In order to ensure that these special schemes provide adequate incentives to the students it is necessary that they are adopted in larger measure and over a wider geographical area with special priority to the backward districts or pockets The following measures have been suggested

(*a*) The number of attendance scholarships should be doubled in the Sixth Plan

(*b*) The allowance of the School Mothers should be enhanced to Rs 60 per month in the Sixth Plan so that qualified women may be attracted to take up the work

(*c*) The number of maintenance stipends should be doubled in the Sixth Plan and the rate of such stipends should be adequately increased in view of the rising prices all over the country

(*d*) The number of sanitary blocks in co educational primary schools be adequately increased during the Sixth Plan

(*e*) Larger allocation of funds should be made in the budget for construction of hostels for girls during the Sixth Plan

STAGNATION AND WASTAGE

To quote the Education Commission Report "Wastage and stagnation like headache and fever, are not diseases in themselves, they are really symptoms of other diseases in the educational system the chief among which are the lack of proper articulation between education and life and the poor capacity of the schools to attract and hold students To these may be added a third ailment—poverty, which falls outside the system "

Meaning of Stagnation and Wastage

Stagnation means failure in class i e, repetition of classes by pupils

Wastage means drop out of pupils i e, leaving the schools before completing the primary course

Stagnation In order to have some idea of the extent of stagnation at the primary stage, from class the Commission collected data regarding enrolments in Clases I VIII in 29 districts outs out of 312 For each class, information was gathered on two points total enrolment and number of repeaters classified according to the total period they had spent in the class From this information, the average period spent by the pupils in the class was calculated and its excess over one year—which is the normal period —was described as the stagnation index for the class in that year The following findings emerged

—Stagnation is is highest in Class I

—It is reduced considerably in Class II and then remains fairly constant in Classes III and IV

—At the higher primary stage stagnation decreases still further

—On the whole, stagnation among girls is greater than among boys and

—The extent of stagnation shows considerable varation from area to area

Wastage A study made by the Research Unit of the Directorate of Education Maharashtra State to follow the movement of pupils from class to class in the primary schools of Poona District showed that, if one begins with 1 000 students in Class I in a given year, as many as 414 of them leave school before completing Class IV The following are the actual findings of the study

1 (a) Left school in the first year of their school life in Class I 144

(b) Left school in the second year of their school life but

still in Class I	27
(*c*) Left school in third year of their school life but still in Class I	12
(*d*) Total left from Class I	183
2 (*a*) Left school in the second year of their school life but after completing Class I and joining Class II	67
(*b*) Left school in the third year of their school life after completing Class I in two years and joining Class II	8
(*c*) Left school in the fourth year of their school life after completing Class I in three years and joining Class II	5
(*d*) Left school in the second year of their school life after failing in Class II	25
(*e*) Left school in the third year of their school life after failing in Class II	13
(*f*) Total left from Class II	118
3 (*a*) Left school in the third year of their school life after passing Class II and joining Class III	61
(*b*) Left school in the fourth year of their school life passing Class II and joining Class III	18
(*c*) Left school in the third year of their school after failing in Class II	9
(*d*) Total left from Class II	88
4 (*a*) Left school in the fourth year of their school life passing Class III and joining Class IV	25
(*b*) Total left from Class IV	25
Grand total of all students who left before completing Class IV	414

Sad as this picture is it is better than the situation in the country as a whole mainly because the area where the study was conducted is a fairly advanced educationally A rough and ready method to measure the extent of wastage is to compare the diminution in enrolment from class to class over a series of years The general picture in the country is even worse than that of the Poona study Wastage is very high at the lower Primary stage—about 56 per cent for boys and 62

per cent for girls About two thirds of this wastage occurs in Class I Moreover it has remained fairly constant in the case of boys while showing a slight improvement in the case of girls At the higher primary stage wastage is much less—about 24 per cent for boys and 34 per cent for girls and what is more important it is decreasing consistently although at a slow rate

Causes of Stagnation and Wastage

1 Poverty of parents which necessitates utilisation of the services of the children for supplementing their earning

2 Poor nutrition of children

3 Apathy and indifference of teachers

4 Uncontrolled fresh admissions without consideration of age (i e) admission of underaged children) or time (i e, admission throughout the year)

5 Inefficient teaching—lack of training for teaching plural class teaching

6 Lack of adequate accommodation and attractive school environment

7 Existence of a large number of single teacher schools

8 High pupil teacher ratios

9 Lack of regular periodical teacher parental contacts Apathy of parents towards the education of their children

10 Lack of regular and effective inspections and academic guidance by inspecting staff

11 Existence of a large number of incomplete primary schools

12 Irregular and untimely appointment of teachers

13 Failure to enforce compulsory attendance

14 Lack of reading and writing material required for children and teaching aids for teachers

15 Least qualified and untrained teachers being kept incharge of Class I

16 Frequent transfer of teachers

Remedial Measures Recommended

1 Under the school health services pupils may be given nutritious diet by the introduction of mid day meals

2 Fresh admissions should be made at the beginning of the school year only within two months from the date of commencement of the session of the school

3 As far as possible provision should be made for encouraging the starting of pre primary schools to admit children of below 6 years

of age

4 Provision of part time schooling may be made for the benefit of children who cannot attend the school during regular hours on account of domestic and economic disabilities

5 Improvement of the professional competence of teachers by providing training facilities, pre services and in service training facilities Necessary guide books and literature should also be provided Teachers should also be trained in first aid and health services

6 Adequate and attractive school buildings should be provided Necessary equipment and teaching aids should be supplied

7 Teacher pupil ratio may be maintained at such a level as to ensure adequate individual attention to be paid to each individual child in class I

8 As far as possible, only trained teachers should be in charge of class I

9 Children may be liberally promoted from class I to class II

10 Effective supervision and inspection may be provided

11 Special provision should be made for educating the mentally retarded children by opening special institutions in each State and at District level

MEASURES TAKEN BY MINISTRY OF EDUCATION

Special measures taken by the Ministry of Education for checking wastage and stagnation and universalisation of education are as follows

1 Central Assistance for Non-Formal Education

To help the nine educationally backward States to improve enrolment of children at the elementary stage, the Ministry extend special Central assistance to them for their programmes of non formal education for elementary age group children The total Central sector outlay for this scheme is Rs 25 crores for 1980 85 of which the inputs for special plans for Scheduled Castes and Scheduled Tribes would be of the order of Rs 5 62 crores During 1979 80 in the last quarter, a sum of Rs 2 crores was released to the educationally backward States except Jammu and Kashmir The programme has thus in reality been put into operation mainly during 1980 81 Run on 50 50 basis the entire administrative and academic expenditure is reimbursed by the Centre, while the expenditure on non formal centres is shared on 3 5 ratio i e for every three centres funded by the Centre, the cost of 5 Centres is borne out of the State budget

Under the Scheme it is also proposed to extend financial assistance to voluntary agencies in the nine educationally backward States for running non formal educational centres and to extend grants to any academic organisation/institution in any State/Union Territory run by the Government or under private auspices for experimental and innovative projects with replicable potential

2 Paper Assistance for Non Formal Education

Under an agreement between the Governments of India and Sweden signed on 21st January 1980 Sweden will give to India a total cash assistance of 75 million Sweden Kronors or Rs 14 crores, for purchasing 20 000 metric tonnes of paper from any country for use in the production of textbooks and instructional materials for non formal education for elementary age group children in all States/Union Territories During the year 1980 81 a Central Sector Plan Scheme was formulated with a provision of Rs 28 crores representing the national cost of paper as well as import duty thereon The paper to be procured will be distributed as Central Commodity Assistance to all States/Union Territories for their non formal education programmes

3 Early Childhood Education

A modest programme for early Childhood Education has been proposed under the Sixth Plan by way of broadbasing Universalisation of Elementary Education Pre schools, as adjuncts to primary and middle schools in rural areas for children of the disadvantaged sections, envisaged under the programme, also aim at enabling out of school girls to attend schools thus removing significantly one of the causes for non enrolment and drop-out Under the Central Sector it is proposed to extend assistance to voluntary organisations for running such centres An Expert Group constituted by the Ministry during the year 1980 81 recommended several models for early childhood education and also training of teachers needed for the programme

4 Education of the Disabled Child

In the context of the Sixth Five Year Plan a Working Group on Education of the Disabled Child was constituted to suggest action programmes for IYDP 1981 and under the Sixth Plan during the year It suggested modest programmes for the education of 9 groups of handicapped children in the prospective of a 20 year programme 1980 2000 A D As an action programme for IYDP 1981, the Work

ing Group stressed the need for sample surveys to ascertain the size of the disabled children on a fairly accurate basis collection and dis semination of information about the education and training of the handicapped and development of infrastructure comprising equipment social books, teaching materials and training of personnel The main plan of the educational programmes for the disabled is, according to the Group integrated education in schools along with normal children

5 Quality Improvement Programmes at the Elementary Stage

The main thrust for improving the quality of elementary education is in the State Sector Under Central initiative quite a few innovative projects have been in oparation to improve the school curriculum Under such projects, relevant, interesting and useful curricula are being attempted on a decentralised basis suiting children in diverse social, economic, cultural and geographical areas of the country, within a broad national framework These programmes are being assisted by UNICEF and implemented in conjunction with the States and Union Territories

For the period 1981 83, a Master Plan of Operations (MPO) for UNICFF assistance in the field of education has been drawn up comprising continuation of the earlier projects, as also initiation of new projects These are

(1) Nutrition/Health Education and Environmental Sanitation (formal/on going) (2) Primary Education Curriculum Renewal (formal/on going) (3) Developmental Activities in Community Education and Participation (non formal)/ on going (4) Comprehensive Access to Primary Education (non formal/new) 5 Early Childhood Education (non formal/new) and (6) Non formal Education Programme for Women and Girls (non formal/new)

6 Nutrition/Health Education and Enrolment Sanitation

Launched as a pilot project in 1976 the project on Nutrition Health Education and Enviromental Sanitation has been implemented till 1980 through 5 regional centres at Coimbatore Jabalpur Baroda Calcutta and Ludhiana Curricular materials on nutrition health and sanitation habits for primary stage have been developed and tried out in 2308 primary schools involving training of 7091 primary teachers and 153 teacher educators/supervisors in the use of these materials Under the MPO, these are proposed to be extended to 14 States and Union Territories The redeeming feature of this project

is to reach the community through teachers and children in regard to Health Nutrition and environmental sanitation

7 Primary Education Curriculum Renewal

Implemented since 1975 in 15 States, in 30 primary schools in each States, the project Primary Education Curriculum Renewal aims at a qualitative adjustment of the curriculum to the life styles of the children and to the socio economic opportunities available in the areas of the project schools During the MPO period, this project is being extended to another 100 schools in the existing 15 States/Union Territories It is proposed to take this up in an experimental phase in the remaining States/Union Territories with three schools in each of the selected districts The project involves detailed survey to locate representative experimental areas according to as many diver sities as there are in a State, developing innovative de centralised curricula and instructional materials and training of teachers teacher educators and administration

8 Developmental Activities in Community Education

Implemented alongwith Primary Education Curriculum Renewal Project the Developmental Activities in Community Education and Participation was initiated in 1976 Till 1980 the experimental phase was in operation in 30 centres at 2 per State The project aims at developing non formal educational programmes for various target groups particularly for out of school children and adults so that the educational activities could meet the needs of those who are partly or totally deprived of any education Under the MPO period it is proposed to increase the number of community centres to 102 Its main emphasis is to involve the total community in the project areas in educational activities

9 Comprehensive Access to Primary Eduaction

The project Comprehensive Access to Primary Education (CAPE) has been taken up for implementation in 29 out of 31 States/Union Territories with a view to decentralising the curriculum according to the needs and life situations of out of school children Under this project relevance based learning material (episodes) will be developed through the introduction of training cum production mode as a compulsory part of the training programmes of elementary teacher training institutes like practice teaching The learning materials (episodes) so developed after refinement will be utilised in the net work of non formal learning centres The project is being imple

mented in a chain of resource centres linking NCERT at the centre to the field level and the TTIs as well as in-service teacher training centres at the district and block level The project gained sufficient momentum and by the end of February 1981, 3500 teacher educators and 550 education officers in the participating States have been trained Learning/training packages have been developed by the NCERT and National workshop was conducted for training the State teams in the methodology of processing learning materials

10 **Children's Media Laboratory—Early Childhood Project**
Early Childhood Education Project aims at developing new capacity for the training of pre school educators extension of research and developing activities, and development of model pre school centres Its fore runner Children's Media Laboratory Project, has so far been implemented by the NCERT with a view to developing play materials prints and graphics and radio and audio visual materials for pre school children

11 **Non Formal Education Programme for Women**
The new project Non Formal Education Programme for Women and Girls, aims among other objectives at introducing a substantial component of maternity and child care training in the programme of adult education An important feature will be to link child care centres with adult education centres so that women can attend adult education classes simultaneously leaving their children to the child care centres

SCHOOL EDUCATION AND LOCAL ADMINISTRATION IN INDIA

School Education—a Local State Partnership The Education Commission considers school education, 'essentially a Local State Partnership "The Local authority will no doubt, have a good deal of initiative and we should like the State Governments to encourage them by adopting flexible policies But, by and large, they will act as agents of the State Governments and exercise delegated power'

Why administration of education at local level. Following arguments have been put forward in favour of administration of education at the local level

(1) We have accepted democracy as a way of life and form of Government Educational administration, therefore, should be decentralised

(2) Administration at the local level will stimulate local initiative

(3) Administration of education at the local level leads to the sharing of financial burden of the Central and State Governments

(4) There is a strong tradition of local participation in education in our country

(5) The administration of education at local level is very helpful in solving local educational problems

(6) Concentration of authority in a few hands kills the initiative and undermines authority Local administration of education is conducive to creativity

(7) The experience of foreign countries also supports the administration at the local level

Limitations and demerits of administration of education at the local level Many limitations of the administration at the local level have been pointed out which are as under

(1) Administration of education at the local level leads to an undue interference in the day to-day administration of schools

(2) Administration at the local level is vitiated by sectarian, religious community or political bias

(3) The local bodies have very meagre funds at their disposal and as a result thereof primary education suffers a lot because of allotment of inadequate funds

(4) The local bodies do not have competent and efficient staff usually as they are very low paid and only those join this service who have no other avenue of employment

(5) The report of the Post War Educational Development in India has made these observations 'irremedial harm has been done by handing over responsibility for the education of the rising generation to bodies whose members are in the main uneducated or uninterested in education or both

(6) The Kothari Commission has very significantly stated Their main weaknesses however are the harassment caused to teachers through frequent transfers and postings and through involvement in local factions and policies This is one reason why all teachers associations have represented to us that the local authorities should not be placed in charge of educational institutions This evil increases as the delegation of authority goes to lower levels e g it is definitely greater when the authority is delegated to the block level than to the district level

Recommendation of the Kothari Commission on the role of local bodies in Education The Education Commission after taking consideration various issues involved felt The close involve

ment of schools with their communities is a principle of great educational significance and this is the direction in which we should move At the same time, difficulties caused to the teachers under local authority management cannot be ignored and at least in the transitional stage adequate safeguards would have to be provided to teachers Local authorities should realise their responsibilities and ensure that they help rather than hinder the cause of education Here we are more inclined to agree with the Kher Committee that decision to associate local authorities with the administration of education should be taken not on political but educational grounds and that the only justification for such a decision should be a conviction that it would promote the cause of education and bring the goal of providing universal education nearer

The Education Commission has further observed that local authorities should not be encouraged to think that they can claim to administer education as a matter of right and that this right will continue with them in spite of bad administration or harassment of teachers The normal practice would be that a local authority is given the right to administer education as a privilege subject to two conditions promoting the cause of education and good administration and that this privilege would be withdrawn if either of these conditions is vitiated

The Commission is of the view that there is no need to insist, as is often done at present, that a uniform policy must be adopted in all parts of the country simultaneously It would be in the larger interest of education to adjust the experiment to local conditions and to permit each area to progress at a pace and in a manner suited best for its growth

Overcoming the Weaknesses of the Local Administration

The Education Commission was of the view that the local authorities schools do not generally maintain high quality because teachers in these schools develop little institutional loyalty and the contact with the local community is either negligible or misused For overcoming these weaknesses the Education Commission has suggested the following measures

(1) A School Committee with local representation should look after the management of every government and local authority school or a group of schools in an area Each Committee will operate its own school fund for the provision of services in school

(2) Rational policies of transfer should be formulated so that teachers are not transferred too often

(3) Greater freedom should be given to these schools

Present Position of Local Administration in Education in India

The Municipalities are generally in charge of primary education, but they can also undertake other educational activities at their discretion Municipalities have been associated with education in Andhra Pradesh (Andhra Area), Bihar, Gujarat (Bombay area) Madhya Pradesh (Mahakoshal) Madras (Madras Area) Maharashtra (Bombay and Vidharbha Area) Orissa (Old Orissa Province)

In the rural areas the Panchayat Raj institutions have been introduced and placed in charge of education in all States except Jammu and Kashmir Kerala Madhya Pradesh, Mysore Nagaland and Punjab The method of association varies The Panchayat Raj associations have been entrusted with lower primary education in some States (e g West Bengal), with the whole of primary and secondary education in two States (Andhra Pradesh and Maharashtra) Authority over education has been delegated to the block level in some States (Rajasthan and Madras) and to the district level in some others (Maharashtra)

Division of Authority between State Governments and Local Bodies in respect of the Administration of Primary Education

1 **Inspection** Inspection should be regarded as a duty of the Government and should be carried out by government officers All existing officers should be directly under the government and the local bodies should have no control over them

2 **Training of teachers** The State Government should be responsible for maintaining or aiding the requisite number of training institutions for primary teachers

3 **Syllabuses** The authority to define curricula or courses of study at the primary level should continue to vest in the State Government But the local bodies should also be authorised with the previous approval of the Director of Education to introduce such variations in the prescribed curricula as they may deem necessary in view of local conditions

4 **Finance** The State Governments should assist local bodies with suitable grants in aid so as to enable them to realise the goal of universal education

5 **Administration** With the exception of the four duties mentioned above which should be the responsibility of State Govern-

ments, all the other work connected with the administration of primary education should be transferred to local bodies and the State Governments should exercise only a general supervisory control The nature and extent of such control would naturally vary from one branch of administration to another and it is necessary to examine the problem in some detail

(i) *Recruitment of the teaching staff* In every major municipality authorised to administer primary schools within its area and in every district school board the authority to recruit and control the teaching staff should vest in the Staff Selection Committee, the Administrative Officer and the Appellate Tribunal constituted on lines similar to those adopted in Bombay

(ii) *Service conditions* The service conditions of primary teachers should be determined by the local bodies concerned with the sanction of State Governments As far as possible these should be uniform throughout the State

(iii) *Primary teachers as servants of local bodies* Primary teachers should continue to be treated as servants of local bodies as at present

(iv) *Non teaching staff* The State Governments should not try to regulate the number of posts and the scales of pay of the non-teaching staff working in the education section of the local administration

(v) *Text books* The authority to prescribe textbooks for primary schools should vest in the State Governments who should act on the advice of experts—official and non official—in the subject and where more than one book happens to be prescribed in any subject, the educational body concerned should have the freedom to select any one of the books for use in the primary schools under its control

(vi) *School hours and vacations* The Governments should only fix the minimum number of days in a year on which the primary schools must be working Subject to this limit the authority to fix holidays and vocations should vest entirely in the local body

6 **Construction and maintenance of school buildings** The old, slow and cumbersome procedure which a local body is often required to adopt if it desires to construct a school building and obtain a State grant in aid therein should be thoroughly revised The form of this revision will have to vary to suit local conditions but its objective should be (i) to secure the co-operation of the people to the fullest extent possible, (ii) to cut down red tape to the minimum, and (iii) to secure a constant and non lapsable revenue

to finance the building programme.

7 **Opening, closure or transfer of school** Subject generally to the provisions of such approved plans, the authority to open, close or transfer schools should vest in the local bodies

8 **Enforcement of compulsion** The legal provisions regarding the enforcement of compulsory education should be amended with a view to simplifying the prosecution of defaulting parents

9 **Division of authority** Division of authority will broadly vary from one type of local authority to another Broadly speaking, there are six types of local bodies (*i*) Corporations, (*ii*) Authorised Municipalities, (*iii*) Non authorised Municipalities, (*iv*) Villages (*v*) District School Boards, (*vi*) Ward Committees in big towns and cities There should be a thorough decennial review of the problem on an All India basis and the question of developing greater authority over primary education to local bodies should be thoroughly revised in the light of their increased efficiency It should be open to the Government to withdraw the powers conferred on a local body if it is found that such power is not being properly exercised

10 **State grants to local bodies** Following points may be stated

(*i*) Every State should carefully plan its grants in aid schemes after taking all past experiences as well as the needs of the next five years into consideration and thereafter revise it thoroughly at the end of each quinquennium

(*ii*) State grants to local bodies on account of primary education should be based on a combination of the proportional grants, a special grant for backward or necessitous areas be statutory

(*iii*) Grants in aid for compulsory education should necessarily be at a higher rate than those for voluntary education

Chapter 6

SINGLE TEACHER SCHOOL

Present Position

The Fourth Educational Survey revealed that in 1978 out of the total number of 4,74,636 schools in the country, 1,64,936 (34 75%) were single teacher schools and 8 5 per cent schools had more than five teachers Though the All India figure is about 35 per cent, individual States differ in proportion of single teacher schools in their region In a single teacher school, a teacher has to handle more than one class, often two, three or four according to the nature of the school He has to resort to multiple class teaching

The number of single teacher schools has been gradually increasing with the spread of primary education Their position over the years has been as under

Year	*Number*
1950-51	68 841
1955 56	1 11 220
1959-60	1 38 993
1978-79	1 64 936

Single Teacher School—An Ancient Institution

Mr J P Naik observes in this connection, "Ever since the earliest Vedic times, single teacher schools have existed in India and except for the microscopic minority of a few multi teacher institutions, they have always monopolised the whole field of education

Among the various authorities quoted by Mr Naik it is of great interest to note what Bernier wrote as late as the 17th century, "Banaras is a kind of university but it has no college or regular classes as in our universities It resembles rather the schools of the ancients the master being spread over the different parts of the town in private houses Some teachers have four and some six disciples, the most eminent may have 12 or 15, but this is the largest number '

Reasons of their Existence

Following important reasons may be ascribed for the existence of

these institutions

1 Small number of children to be educated at a place

2 Hereditary association of a family to choose a teacher on the traditional basis that led to the choice of priest

3 Prevalence of the old educational theory that the relation between the teacher and the pupil should be most intimate

4 Close intimacy between the teacher and the pupil

5 Monitorial method of teaching

6 Less expensive

7 Existence of a large number of villages hilly areas etc.

Monitorial Method of Teaching

Mr J P Naik observes 'Apart from its economic value as a means of raising the teacher pupil ratio it is possible to argue on purely educational grounds that the monitorial system is a good device that should have much wider recognition and use at our hands Even its worst opponents would find it difficult to deny that it makes things easy for the teacher when obstinate economic factors make the ratio of pupil to teacher large and when the existence of small villages superimposes an additional difficulty, *viz*, the need to handle a number of classes simultaneously Moreover it has several advantages for the pupils as well Like the quality of mercy it is twice blessed 'It blesses him that teaches as well as him that learns, and once the 'rapport between the pupils concerned is established it makes learning a playful adventure with fellow comrades and fully compensates for all the deficiencies of the child teacher s lack of professional training and technique Within the domain of formal instruction it may be described by a slight variation of a common slogan as the method of ' learning by teaching , and it has been recently revived in an altogether unexpected context by the well known educationist missionary De Frank Lauback who devised the method of "each one teach one to spread literacy among adults At any rate it would certainly be wrong to set aside the monitorial system as crude and antediluvian without a further enquiry

Historical Background

Single teacher institutions enjoyed a robust health in the rural as well as in the urban areas up to the year 1855 Following the Charter Act of 1813 the new system also adopted the tradition of single-teacher school as a *modus operandi* In fact teachers were paid on the basis of the number of pupils *i e* Rs 10 for schools of 50

children or less, Rs 12 for 50 to 78 children, Rs 15 for 70 to 90 children, and Rs 20 for schools with more than 90 pupils In 1855, almost all the government primary schools in the State of Bombay were single teacher institutions There is adequate evidence available to show that single teacher primary schools were the order of the day in the modern system of education prior to 1855

Decline of Single-Teacher Schools

The period between 1855 and 1921 was marked by the decline of this institution This period saw the supreme authority of the Education Departments which were following the English pattern of education Following factors were responsible for their decline

(i) Pressure numbers in schools
(ii) The abandonment of the monitorial system
(iii) Introduction of classes' with graded curricula
(iv) Annual promotions
(v) Village schools were also asked to follow the urban pattern

Period of Controversy (1921-1947)

The Royal Commission on Agriculture stated "We entirely agree , they wrote, "with those educational authorities who hold that no primary school can be efficient which has less than two teachers Unless the school can be efficient which has at present one teacher and can be provided with an additional teacher or converted into a branch school consisting of one or two classes only, with the object of providing teaching for young children until they are old enough to walk to the central school it is better closed, for it is both ineffective and extravagant We realise that financial considerations militate against the provision of a second teacher for the small primary school It is estimated that the minimum number of pupils required for the primary school at the end of 1925 26 was only 43 But nothing is to be gained by failure to face the fact that a village which has a primary school with only one teacher might almost as well be without a school at all We, therefore, recommend that wherever possible, the policy of establishing central' schools and of converting 'single teacher schools into branch schools should be adopted

Single teacher schools received valuable support from J A Richey who wrote an article in the *Asiatic Review* January 1929 Shri N S Subba Rao, the Director of Public Instructions in Mysore Mr R. Littlehails who at the invitation on the State Government submitted a detailed report on the reconstruction of education in

Baroda and Shri R V Parulekar

PROBLEMS OF SINGLE TEACHER SCHOOLS

The problems are as under
1 Delicate role of the teacher
2 Posting and transfer of teachers
3 Leave by the teachers
4 Training of teachers
5 Supervision of schools
6 Instructional problems
7 Arrangement of time table
8 Shift system
9 Individual instruction
10 Experimental or research problems

1 Delicate Role of Teacher

J P Naik describes the situation in these words, 'But when the single teacher of a rural school was asked to adopt the plan, super human difficulties started to confront him He had to manage four or five classes at a time arrange a time table for each cell according to subjects and period, and try to keep every pupil as fully busy as possible throughout the school period His task, therefore was like that of a chess player who had to play a number of games simul taneously In fact it was even more strenuous because children are more difficult to manage than chess pieces

2 Posting and Transfer of Teachers

Because of lack of facilities teachers do not like to work in such schools with the result that there are frequent transfers This difficulty may be removed by stressing the following methods

(a) As a rule it may be laid down that every teacher must put in a minimum of service at such places

(b) Transfers to such places should not be regarded as a form of punishment

3 Leave by the Teachers

This seems to be a form dable problem Just imagine if the teacher of single teacher school goes on leave the institution just comes to a standstill It is not possible to eliminate altogether chances of such closure but these can be minimised to a considerable extent The single teacher schools in a district should be divided

into convenient groups of about 20 A big full fledged primary school should be selected to serve as the controlling school and an additional teacher should be attached hereto Whenever a teacher of a single-teacher school goes on leave more than one day's duration, he should inform the headmaster of the controlling school who would send the relieving teacher Financial considerations should not be allowed to have their sway When additional teachers could be provided to government aided schools at places like Delhi, there is no reason that the rural areas should be allowed to suffer on this account Sometimes it is recommended that the headmaster of the central school irrespective of additional teachers, should send one of his assistants to conduct the single teacher school On the face of it, such a suggestion seems to be good one but it amounts to the loss of efficiency of the central school Constant demands for substitutes are bound to have an adverse effect on this school

4 Training of Teachers

There does not seem to be an appreciable difference in the training required for teaching in these schools and schools having many teachers In the towns, we are faced with larger classes and a teacher is expected to teach s udents of varying abilities in the same class Such a situation seems to be quite similar to that of a single teacher school where a teacher has to deal with same number of students in different classes Of course, it must be admitted that the situation is not exactly identical Our training colleges must provide opportunities to the students under training to handle the problems of a single-teacher school Perhaps there is not asingle single teacher school attached to a training college for 'practice purpose' The situation calls for rethinking on the problem Refresher courses may also be conducted for the untrained teachers working in such schools and attempts made to understand their problems in the right perspective

5 Supervision of Schools

Whether the supervision is done by the headmaster of the central school or an inspecting officer it must be adequate progressive and enlightened

6 Instructional Problems

The following methods are suggested for facilitating the work of teachers

(*i*) **Combination of grades** It is suggested that the burden of

a solitary teacher may be lightened by reducing the number of grades so commonly adopted in the USA

(*ii*) **Plural class teaching** All grades may be combined for physical training and moral lessons Each grade may be taken up separately in spelling, writing, arithmetic, etc

Different combinations depending upon the situation may be worked out

(*iii*) **Monitorial system** J P Naik observes, "This is really our system and is eminently suited to the needs of a poor rural, and agricultural country like ours We gave it to the West and it was a grievous administrative error to abandon it under a lead from an urban, industrialised and rich country like England We must therefore readopt it because it has the power to make our single teacher schools much better than they are at present

A careful selection of monitors rational and intelligent allotment of duties and a practical training would go a long way in deriving maximum benefits out of this institution

7 Arrangement of the Time Table

A judicious grouping of lessons should be done Time should be equitably divided between the different grades or classes The teacher would be required to make use of the following approaches

(*a*) One grade to be left to work on its own for a particular period

(*b*) A monitor would be required to take charge of another grade in the same period

(*c*) The teacher himself may take up the third grade Such methods will have to be worked out very carefully and intelligently

Wofford suggests for the consideration of teachers the following guiding principles in programme making

(*i*) The programme should be planned so that each child and each group has an equitable distribution of the teacher s time

(*ii*) The organisation of the school should be such that a fair allotment of time is made on a basis of subjects and subject matter What is a fair allotment would have to be decided on the basis of the needs of children

(*iii*) Every good programme should provide for time to study and play as well as recite

(*iv*) It should always be kept in mind that the programme is made to serve children not to be served by them

8 **Shift System**

Of the four primary classes, a teacher may handle two classes for about three hours at a time Morning assembly, physical education and moral teaching etc may be taken up collectively

9 **Individual Instruction**

Attempts may be made to try various projects from time to time in various classes simultaneously or at some suitable intervals

10 **Experimental and Research Problems**

(*a*) Experimental single teacher schools should be organised, their problems studied and solutions found

(*b*) Single teacher schools should be used for teaching practices also

(*c*) A careful study of the working of single teacher schools in Australia, U S A and Sweden may be undertaken and attempts made to understand their working

(*d*) Universities, educational departments and suitable agencies may be asked to undertake research and experimentation in this field

A high priority must be given in our programme of educational reconstruction to these problems As regards their existence there is no doubt that they are going to remain with us "as the only agency of spreading culture , in more than a third of our five lakh villages

Special Role of the Single Teacher School in Rural Education and Development

The Single Teacher School In Rural Education and Development, an NCERT publication (1979), outlines the role as "The function of the single teacher chool cannot be related only to teaching a few children attending the school off and on, but the School functions as the spearhead of development in an area where there is no other agency working for this purpose In bigger villages or towns we have at our disposal a variety of media, such as the cinema folk dances folk dramas, newspapers meetings, visits of eminent persons and their lectures etc These non formal agencies of education are working continuously for the information and education of urban people But in the small habitations where single teacher schools function the school is the only medium of education formal and non formal The villagas are small, inaccessible to highways or even all weather roads In such a situation, the single teacher school has to play its role both

in the field of rural education and consequent rural development The teacher in the school is to be properly equipped for both these types of tasks and given the necessary facilities to carry on these activities successully Here comes in the special position of the single teacher school in rural development Till now this vast potential has been either ignored or overlooked But the time has now come to take into account the role of single teacher school in rural development and strengthen it adequately

Chapter 7

PRIMARY SCHOOL BUILDINGS

Cheap Housing for Primary Schools

Every State today finds it very difficult to cope up with the con struction programme for the primary school buildings and unless some drastic measures are taken it would not be possible to cope with the need As far as the provision of buildings for the primary schools is concerned it has been estimated today that nearly 50 to 60 per cent of the primary schools are without their own or proper school buildings This is a very serious problem and unless it is taken up on top priority, it would adversely affect not only the enrolment in the backward areas, but also the qualitative improvement of the schools It is therefore suggested that a State School building Corporation should be immediately set up in each State under the D P I It should undertake not only the construction of the school buildings, but also look after their maintenance

As a rule the local people should be required to contribute 50 per cent of the cost of school buildings It will however not be possible for the people belonging to the scheduled castes and scheduled tribes to contribute 50 per cent of the cost It is therefore, suggested that 50 per cent contribution in these areas should come from the Govern ment The maintenance charges of the Primary School buildings in these areas will also be paid by the State Government or the State Government will maintain the primary schools in these areas at its own cost

Open Air Schools

The task of providing 'Schools for All is a stupendous one Our resources are limited and it is, therefore, imperative for us to see that each rupee that we spend is fully utilised to the last paisa It has been observed in a pamphlet *Schools for All* 'If we put up school buildings as in the past it will not leave us with enough resources to undertake improvement in the quality of education or in the status of teachers or provision of equipment and other necessary material needs of the school ' Our Prime Minister who was deeply concerned about this problem wrote as follows "Let us take Primary Education

which must necessarily be the base We hold it up because of lack of money and lack of teachers especially for Basic Education Probably we still spend much more on buildings than on equipment or teachers Can we not stop putting up any buildings in rural areas and devote the money thus saved to a better class of teachers as well as to some equipment? The equipment would have to be kept somewhere and there should be a small room or hall for this purpose But all the teaching might well be done in the open under trees or under very small sheds It must be remembered that our climate helps and normally it is healthier to sit outside under a tree or in a grove, except during the rainy season Also our old traditions fit in with this open air teaching

'It seems to me more mportant to have a proper house for the teacher than to put up a building for the school The teacher could keep the equipment and teach outside The school revolves round the teacher and not round the building Can we develop any kind of a scheme so that village people can contribute in some way for the teacher? That was old practice Now, we are often offered by villagers money for a building and asked to meet the running expenses and especially for the teacher They could even contribute in kind'

I should like the village to give a small plot of land for the school and the teacher A vegetable garden could be laid down there The status of the teacher would go up even though his salary may not be as much as we would like it to be though it would be substantially higher

The late Maulana Abul Kalam Azad also expressed s milar views in his presidential address to the 25th meeting of the Central Advisory Board of Education I have come to the conclusion that whatever funds we have must be devoted to the spread of education rather than the construction of school buildings Our climate is such that for a large part of the year classes can be held in the open If school holidays synchronise with the monsoons we can also economise by using simpler methods of construction for school purposes From the earliest times rural India had lived in mud bamboo or thatched houses There is no reason why schools also should not be housed similarly Our attention must be diverted from imposing school buildings to better teachers and better teaching We should appeal to villagers that if we supply them with the material they should build houses of the same pattern as the houses in which they live They must also take the responsibility for maintaining them I would request my friends the Ministers of Education of the State Govern to look into this question more carefully and take steps for

overcoming the problem of shortage of funds '

K G Saiyidain, the Educational Adviser to the Government of India observes, ' In the matter of buildings, there have been two schools of thought—those who ask for impressive buildings for schools and those who favour the one tree one school approach (I am putting the two points of view in their extreme form) It is obvious that there are some considerations which weigh in favour of each Ideally, a school building should be planned spaciously functionally and with pleasing architectural features It should stand out in the village or the city as something of which the local com munity can be proud In fact in some educationally advanced and wealthy countries schools are housed in beautiful buildings, which are not only stimulating centres of education for children but also vital centres of community life Personally I am of the view that given the resources nothing in reason can be too good for our children On the other hand in our existing conditions, there is much to be said not only on financial but also on educational grou nds for keeping education close to Nature for teaching children not within the confines of small cramped and dingy school rooms but in the open air, so far as possible so that contact with the earth and sky and trees and flowers and birds and animals becomes part of their environment This approach, however has certain limitations In many regions of the country there are rigours of climate which make open air schooling difficult in certain parts of the year Moreover some covered space is needed not only for sheltering school apparatus books and furniture but also for organised craft work It becomes necessary, therefore, to strike a balance between these various considerations and in view of our resources position We must perforce strike the balance in favour of economy We have to think of ways to provide the minimum necessary accommodation as economically and quickly as possible and leave it to local effort and initiative and civic sense to complete the school building in due course In the case of rural schools, it is necessary to utilise local materials and not impose on the village a style of construction which is out of tune with its general set up This does not however mean that school houses need be drab or unattractive like most of the existing village houses Far from it With heap local materials, it is possible to build schools which will be functionally useful and artisti cally attractive '

Secondary Education Commission on School Buildings

In the opinion of the Secondary Education Commission, under

certain conditions some of the activities of the school may be carried on in the open air during part of the year The Commission further notes

(1) The open air system lends itself to small groups of students being taught there, and it also requires good shade and a large area for carrying on instruction satisfactorily

(2) While much theoretical instruction in certain subjects may be given in open air classes it is impossible in certain other subjects unless suitable accommodation is provided for them Thus the labo ratories libraries and workshops should be located in buildings suit ably constructed In any case the school requires considerable grounds for the physical education programme to be carried out for group games and certain of the extra curricular activities of the school There is also the need for agricultural farms in schools where agriculture is taught as a practical subject

A Nucleus First' Type Schools

The brochure Schools for All gives a scheme for the construction of school buildings The scheme may be described thus Instead of building a complete school right from the start we should try to build it by stages starting the institution with a nucleus There should be a provision for storage display and black board space in the nucleus The actual teaching may be carried out in the open A pakka room of suitable size may be built and partitioned into four equal isosceles triangles There will be two openings of each trian gular room so formed A chalk board will be fitted between them to the wall There will be storage space for equipment craft tools and materials and various other teaching aids in the triangular rooms The doors will carry bulletin boards for display of pictures news paper clippings wall magazines and a variety of other materials

The classes will be seated in the open and made use of the chalk boards and the improvised bulletin boards Given a suitable point, chalk boards can be used as screens for arranging film shows for children in the evenings A portion of the outdoor space can also be used for construction activities for rhythms dances and class dramatics

Advantages 1 It will enable us to get a well equipped school functioning quickly and with a minimum of expenditure

2 It would provide a flexible long range plan within the means of every community

3 It would provide the teacher with better tools than are available in present school buildings

4 It would induce and inspire local effort

5 It would give local effort a simple plan of action

6 It would provide an environment that will almost automatically lead to adoption of some form of basic education The nucleus will free the children from drab, limited and walled in class rooms with nothing but bookish instruction and, on the other hand, will bring them into close partnership with life and nature

7 The nucleus will be provided by the State and the local community encouraged to proceed with the rest Thus it would shift financial responsibility from the State to the local effort

8 It will bring about better team work between pupils, parents and the State More local effort will bring about more local interest More local interest will result in better schools The pupils and the teachers would also have a definite part in the building of this new school as has been suggested

The plan will not only reduce the cost but make an important contribution to the philosophy of education It will bring the community into the school and give proper recognition to local effort, a very important consideration indeed The parents will have reason to believe that the school is their own and be proud of it The requirements of teachers also, in respect of teaching aids, equipment and other ancillary facilities will be satisfactorily met

Guiding Principles for Planning Schools

Following guiding principles for planning future schools may be taken into consideration

(i) The site should be chosen very carefully and should be provided in rural areas by the community and in urban areas by the local authorities

(ii) A careful master plan should be drawn for the site as a whole, In doing this it should be remembered that schools are neither built for the past nor for the present They have to be planned and built for the future

(iii) The master plan should be followed by the construction of the nucleus It should be strong beautiful and functional and should inspire the community to complete the master plan and do so in a befitting manner

(iv) As numbers grow the nucleus could be repeated and the school would be able to receive more scholars

(v) The shelters for the class room should be provided by the community They may be very simple to start with, but the aim should be to have them as strong, beautiful and functional as the

nucleus

(vi) Equipment both for craft and for training aids should receive high priority and should be provided by the State

(vii) Teacher s quarters should be considered as an integral part of the school plan Some plan for the capital outlay for the purpose may be worked out

Education Commission on School Buildings

The Commission realised the present unsatisfactory position regarding school buildings and felt that it is necessary to take steps to clear the backlog of unconstructed school buildings for anticipated enrolment The Commission gave the following suggestions

1 Allocations for construction of school buildings should be increased in the Central and State budgets

2 Resources should be mobilised on the basis of equalisation

3 Loans and grant in aid should be given on a liberal basis to private schools for the construction of building

4 The norms and guidance already available for spacing and planning of school buildings should be put into practice

5 In view of the shortage of traditional building material and the cost involved well designed and constructed kuchcha structures should be accepted as part of the school system

6 In rural areas efforts should be made to encourage local initiative and contribution in putting up school buildings The nucleus approach of the Ministry of Education is recommended for general adoption

7 Economy in these buildings should be effected by using locally available materials emission of certain finishes and acceptance of a lower standard of construction

8 Temporary structures may be used wherever possible

9 Improved techniques of construction may be adopted in putting up pucca buildings

10 In order to accelerate provision of school buildings construction in rural areas may be entrusted to local communities or village panchayats and in urban areas municipalities and corporations may be utilised for the purpose

11 In order to supervise and guide the programme of construction of school buildings and introduce improved techniques an Eductional Building Development Group should be set up in each State within the Public Works Department and working in close association with Education Department These groups will standardise details of construction in the region so as to make possible the mass

production of the components on a factory scale

12 A similar Building Development Group should be set up at the Centre to co ordinate the work of the State Groups

13 To avoid delays in the construction of government buildings a separate unit of the PWD should be set up for the execution of education building programmes At a later stage an Education Building Consortia may be set up to exploit the advantages of industrialised buildings The economy measures worked out by the Education Building Group should be made known to private institutions and grant in aid given on the basis of upper cost limits

Chapter 8

BASIC EDUCATION

Gandhiji's Philosophy and Basic Education

Gandhiji s philosophy of education is Indian in origin and Indian in setting It was the result of his experiences and experiments spread over a long period Basic education was envisaged to have far reaching consequences and was hailed as 'epoch making original 'revolutionary and harbinger of a new era based on truth and non violence Those who had reached similar conclusions are Rousseau Pestalozzi Froebel Dewey and Karl Marx Rousseau had advocated manual work just to eliminate prejudice against it Pestalozzi recommended it for sense training and tried to show that industrial and intellectual training could go side by side But Gandhiji was bold enough to make craft as nucleus of the whole instruction and not an extra or additional subject There is close resemblance between the theories of Gandhiji and Froebel in so far as both lay particular emphasis on activity and constructive work in school life Gandhiji gave the constructive work Froebel a concrete shape and a local habitation though quite independently of him Gandhiji differs from Dewey in the way that he does not mean to supplement literary with manual training but makes manual training the means of literary and intellectual training Karl Marx maintained that education should be related with productive process But Gandhiji does not attach a school to a factory or workshop to him the school itself is the workshop where work is an essential instrument of learning

The method outlined in its rediments by Gandhiji is not just a way of meeting the education needs of little children He has stated the essential elements of a universal method of education, from the time a little child shares in its mother s work through the whole process of growth of personality to the time when the mature man of disciplined mind and character works at the side of the master in the achievement of a great design The essence of this philosophy is that education should combine practice in the everyday processes of living and working with more formal training This is a fundamental concept which is steadily gaining support and application in the educational world

Gandhiji and Naturalism

To quote M S Patel "Gandhiji has a strong claim to be ranked among the leading naturalistic educators of the world He cannot, however, be called an extreme naturalist Like Rousseau, he believes that natural and rural environments are important educative agencies but he does hold with him that the child should be segregated from the baneful influence of man and society His attempt at rescuing education from the four walls of the school room cannot be passed over in silence

Following are the important points of naturalism in the educational philosophy of new education

(*i*) Gandhiji agrees with Rousseau that the child is good by nature and this fact must be kept in view by us while planning his education

(*ii*) Like the naturalists he advocates freedom for the child "If children are to find themselves, they must be allowed a sufficient degree of freedom if they are to develop their powers to the fullest, they must be prepared to accept the appropriate discipline and training"

(*iii*) He greatly stresses the importance of educating the child in natural surroundings He expects 'the teachers to educate village children in their villages so as to draw out all their faculties through some handicraft '

(*iv*) Like all naturalists he minimises the important of textbook "I do not even remember having made much use of the books that were available I do not find it at all necessary to load the boys with quantities of books I have always felt that the true textbooks for the pupil is the teacher I remember very little that my teachers taught me from books but I have even now a clear recollection of the things they taught me independently of books Children take in much more and with less labour through their ears than through their eyes I do not remember having read any book from cover to cover with my boys'

(v) The Basic system is based on activity of the child According Zakir Husain Committee Report We fail to understand how this scheme based on the activity and study of the child s physical and social environment can be less child centered'

Gandhiji and Idealism

In the words of M S Patel "A study of his writings will lead to the conclusion that Gandhiji is an idealist to the core Idealism is ingrained deeply in his nature as can be seen from his upbringing

and early education'

The goal of life is self realization which was to be achieved not by withdrawing from the worldly life but by serving his creatures His Dharma consists of in training the spirit which takes place through purity in our daily lives

The idealism of Gandhiji is reflected in the following words Long before I undertook the education of the youngsters at the Tolstoy Farm I had realised that the training of spirit was a thing by itself To develop the spirit is to build character and to enable one to work towards a knowledge of God and self realization and I held that this was an essential part of the training of the young, and that all training without culture of the spirit was of no use and might be even harmful '

Like all other idealists Gandhiji beleives in the harmonious deve lopment of personality and advocates different types of social cul ture and physical activities that may be undertaken to achieve this end.

Gandhiji and Pragmatism

In the words of M S Patel, Gandhiji s contribution to the prag matic philosophy of education is unique The introduction of a basic craft as the centre of education the co ordination and correlation of the content of the close relationship of education with actual life the method of learning by doing the individual initiative, the sense of total responsibility and emphasis on experiment as the means of discover ing truth are some of the outstanding features of Gandhiji s pragmatic philosophy of education

Gandhiji s educational philosophy is pragmatic due to the following reasons

1 He has an experimental approach towards life Gandhiji believed that reality is that which can be verified He himself calls his auto biography, My Experiments with Truth

2 Gandhiji advocates like a pragmatist that a child should learn from the real experiments of life

3 The project method of the pragmatists and the basic scheme of Gandhiji have many common points Like a project, a basic craft is to be a socialised activity involving participation in social relation ships

The greatest achievement of Gandhiji according to M S Patel is that he in his educational philosophy, gives due place to the domi nant tendencies of naturalism idealism pragmatism which fuse into a unity, give rise to a theory of education which would suit the needs

of the day and satisfy the loftiest aspirations of the human soil

Why Gandhiji introduced Scheme of Basic Education

It was admitted by everybody that the system of education introduced by Macaulay was out motled and out dated Gandhiji realised fully that the traditional system was unreal and artificial He said, "I am convinced that the present system of education is not only wasteful but positively harmful Most of the boys are lost to the parents and to the occupations to which they were born They pick up evil habits, effect urban ways and get a smattering of something which may be anything but education ' Gandhiji again writes, "The present system of education does not meet the requirements of the country in any shape or form English has been medium of education in all the highest branches of learning, has created a permanent bar between the highly educated few and the uneducated many He further adds, ' We have up to now concentrated stuffing children s minds with all kinds of information without even thinking or stimulating or developing them Let us now cry a halt and concentrate on educating the child properly through manual work not as a side ac ivity but as a prime means of intellectual activity ' Following defcc s were clearly visible in the system of education introduced by the British in India

1 It was an un Indian system of education
2 It was an urban system of education in a rural country
3 The curriculum was English dominated
4 The system was too literary and bookisn
5 The system neglected citizenship training
6 The system was very wasteful
7 The system followed a single track
8 The system was unplanned
9 The system was very expensive
10 The system was not in accordance with the needs of a secular democratic country

Basic education aimed at removing the defects Gandhiji wanted to make education self sufficient, otherwise the teeming millions of Indians could not be educated

WARDHA EDUCATION CONFERENCE

In October 1937 at a conference of national workers at Wardha under the Chairmanship of Gandhiji his ideas where considered and the following resolutions passed which became the fundamental

features of the scheme

(*a*) That in the opinion of the conference free and compulsory education be provided for seven years on a nationwide scale

(*b*) That the medium of instruction be the mother tongue

(*c*) That the conference endorses the proposal made by Mahatma Gandhi that the process of education throughout this period should centre round some form of manual productive work, and that all the other abilities to be developed or training to be given should, as far as possible, be integrally related to the central handicraft chosen with due regard to the environment of the child

(*d*) That the conference expects that this system of education will be gradually able to cover the remuneration of the teachers

A committee was appointed under the Chairmanship of Dr Zakir Husain to prepare a detailed syllabus on the lines of the above resolutions

Features of the Scheme

Since the publication of the Zakir Husain Committee Report there have been long and continuous debates on the utility of basic education system, the duration the nature and contents of the syllabus At long last it has been decided that the Basic Education is the most appropriate pattern of education for the whole country The fundamental features of the scheme having undergone a lot of change are as follows

(*a*) A school of say 5½ hours could roughly be divided on the following basis

Physical activities 20 minutes
Mother Tongue 40 minutes
Social Studies & General Science 60 minutes
Art 40 minutes
Arithmetic 20 minutes
Craft work including study of
correlated subjects 2½ hours

Thus the craft work will have 2½ hours instead of 3 hours and 20 minutes

(*b*) Free and compulsory education to be given in 8 years (from 6 to 14 years) in two stages instead of 7 to 14 The junior stage will cover five years and the senior 3 years

(*c*) The medium of instruction is to be the mother tongue

(*d*) Education is to centre round some form of productive work The social and physical environment should be used for correlation in addition to craft

(*e*) The self supporting aspect is not to be over emphasised The sale proceeds of the finished goods should be able to help the school to cover some part of its expenditure

(*f*) External examinations are to be abolished The day to day work of the students is to be the determining factor

(*g*) Text books to be avoided as far as possible

(*h*) Cleanliness and health citizenship, play and recreation are to be given sufficient importance

Distinctive Merits of Basic Education

This basic education according to a pamphlet published by the Ministry of Education "is not only a valuable and integral part of the priceless legacy that Mahatma Gandhi left to the nation, but embodies certain educational ideas and principles of great significance that have been welcomed and endorsed by distinguished and *discerning educationists in India and abroad* ' "*Economically con*sidered, carried out intelligently and efficiently the scheme will increase the productive capacity of our workers and will enable them to utilise leisure advantageously , reported the Zakir Husain Committee

The Basic Education has the following certain distinctive merits

1 **Child-centred education** In the words of an eminent educationist, "The *Basic system regards the child as the educational* consumer whose needs must be studied and understood, catered and ulfilled All the great educationists like Rousseau, Pestalozzi Froebel Herbert, Dewey, etc , emphasised that top priority should be given to the child—his nature needs and interests

2 **Learning by doing** Learning by doing sums up the educational methods of basic education It is absolutely wrong to think *that true education is acquired from books alone There are other* methods and sources which are more helpful in acquiring true knowledge Chalk and Talk lessons are also not very useful All educationists have condemned bookish knowledge Gandhiji believed that school must be a 'doing thing In basic system of education children acquire the knowledge of the formal school subjects as a bye product of purposeful activities

3 ***Craft as the core of the basic plan*** *Craft is the medium of* education in the basic system Gandhiji writes, "The core of my suggestion is that handicrafts are not to be taught merely for productive work but for developing the intellect of the pupils According to his view ' stress should be laid on the principles of cooperative activity planning, accuracy, initiative and individual

responsibility in learning.' According to him, 'the process of education should be imparted through some handicraft or industry.'

4. **Self supporting aspect.** 'Earn while you learn' is another feature of the plan. The idea of a self sufficient basic school has a special significance in a poor country like India. Without self sufficient schools it is very doubtful if we could fulfil the obligation to our Constitution of providing free and compulsory education to all the boys and girls of school going age. In the absence of such schools we may have to wait for many decades to provide education to such a group.

5. **Integrated knowledge.** Basic education treats knowledge as an integrated whole. Curriculum is built round three integrally related centres: (i) Physical environment, (ii) Social environment and (iii) Craft work.

6. **Relationship with life.** A Basic School must become an active environment where teaching is not cut off from the life of the community. There is to be a constant two way traffic between the miniature community of the school and the community itself. Education is to be directed to the needs of life. It is not to pursue an idea which has no relation with or is totally isolated from the real situations of life.

7. **Training in citizenship.** Basic education aims at developing ideas of mutual understanding and habits of cooperative and mutually helpful living among the students through its various practical and constructive programmes. The new education aims at giving the citizens of the future a keen sense of personal warmth, dignity and efficiency. It is likely to strengthen in them the desire for self improvement and social service in a co operative community.

8. **Free and compulsory education for seven years.** By free and compulsory education we mean an education for which parents will not have to pay any fee and for which they must send their children to school.

Gandhiji writes: 'Primary education extending over a period of 7 years or longer and covering all the subjects up to the matriculation standard except English plus a vocation used as a vehicle for drawing out the minds of boys and girls in all departments of knowledge should take the place of what passes today under the name of primary, middle and high school education.'

9. **Emphasis on mother tongue.** Gandhiji stressed that proper education can only be imparted through the mother tongue. Foreign language as the medium of instruction makes us unfit for original work. It makes us crammers and imitators. Dr Zakir Husain

Committee observes, "The proper teaching of the mother tongue is the foundation of all education Without the capacity to speak effectively and to read and write correctly and lucidly no one can develop precision of thought or clarity of ideas Moreover it is a means of introducing the child to the rich heritage of his people s ideas emotions and aspirations and can, therefore, be made a valu able means of social education, whilst also instilling right ethical and moral values Also it is a natural outlet for the expression of the child s aesthetic sense and application and if the proper approach is adopted the study of literature becomes a source of joy and creative appreciation

10 **Greater problem for the teacher and the taught** In Basic Education discipline does not mean order and external res traint but an intelligent u e of freedom

The teacher gets many opportunities to make experiments think for himself and put his ideas and plans into practice

11 **Basic education is not a class education** The ultimate objective of Basic education is to create a social order in which there is no unnatural division between haves and 'have nots and every one is assured of a living wage and the right to freedom

12 **Basic education in the rural as well as in urban area** It is wrong to assume that Basic education is intended to be imparted in the rural area only In fact, in one sense there is a greater need for Basic education in urban areas than in rural areas In rural areas the children who participate in the life of the farm or allied occupa tion of their families have certain types of further education In per forming their jobs the children come into direct contact with actual life and the experience they get forms the basis of further education On the other hand, in large towns and big industrial cities the children miss the opportunities of rich experiences and direct con tact with life , observed Dr K L Shrimali Basic education is a plan of national education for the whole country including both rural as well as urban areas Keeping in view the educative possibilities of a craft in relation to local needs curriculum may differ from region to region There is no rigidity in the curriculum of basic education However, it will be wrong to think that rural children should have altogether a different type of education from urban children Diffe rence will be of a degree and not of kind Basic principles of life are the same everywhere

Significance of the World 'Basic'

The word Basic is derived from the word 'Base' which means

bottom or the foundation of a thing upon which the whole thing rests or is made

It is basic because it is based on ancient Indian culture

It is basic because it lays down the minimum educational standards which every Indian child is entitled to receive without any distinction of caste or creed

It is basic because it is closely related to the basic needs and interests of the child

It is basic because it makes use of the native potentialities of the child

It is basic because it is intimately related to the basic occupations of the community

It is basic because it is for the common man of the country who is the foundation and the backbone of our national life

It is basic because it comes first in time i e it is the primary period of one s education

Criticism of Basic Education

1 **Based on unsound psychological foundations** "The delicate but inexorable laws governing the development of the tender mind of the child have been completely ignored The child is treated just as a policeman or a soldier, merely as a unit in a homogeneous mass His previous individuality is ignored He is viewed merely as a means to an end—the end being earning capacity and citizenship of sorts *P S Naidu*

In the Wardha scheme of training for teachers child psychology is consp cuous by its absence" *P S Naidu*

"Play is the only means by which creative energy can be released Enlightened and informed educational opinion all over the civilised world is decidedly against forcing the child to learn a craft before he is twelve plus It is nothing short of cruelty to make the child earn an anna or half an anna per hour during the stage when he ought to be playing and enjoying himself' *P S Naidu*

There are three aspects of human nature—cognitive affective and conative The Wardha scheme emphasises the last aspect piously hoping that the student will willy nilly get trained in the first through his training in the last The middle aspect is completely ignored' *P S Naidu*

2 **Craft as the only basis of correlation** It is impossible to establish any natural association between craft and all the subjects of cultural value which any sane system of education should cover through its curriculum Teaching should be concrete and should be

based on the child's active experience in his environment But it is absurd to hang all knowledge from the peg of a single craft " P S Naidu

"The essence of Basic education is that it is learning by doing, that it is activity centred, that it is craft centred, everything cannot be taught through crafts or practical activities " Editorial, *Educational Review*

3 **Ignores national genius** "Education suited to our national genius should have definite religious bias, with contempt of worldly pursuits in its core Craft centered education is decidedly alien to our ancient ideals ' *P S Naidu*

4 **Basic education not suited in an age of industrialisation** "The Second Five Year Plan and the policy of Government of India as a whole are concerned with industrialisation of the country It is not necessary to labour the point that basic education is a concept which runs counter to such a policy As ours is a system of education which claims to produce an integrated individual the emphasis on craft is out of place in a community which has its face turned towards developing its economy to the full So far Basic education has failed to relate to the economic policy of the State But if this point is ignored we shall find ourselves burdened with an educational system which turns out misfits even more rapidly than the one with which we are so dissatisfied ' *S Natarajan*

With rapid industrialization of India knowledge of science and mathematics may become more desirable than skill in handicrafts Editorial, *Educational Review*

5 **Ruinous competition** "This scheme will hit the professional artisans hard by creating ruinous competitions " *P S Naidu*

6 **Deficient working of basic schools** There is some loss in mechanical arithmetic and spelling lack of sufficient intensive and repetitive drill ' *J Lahri*

' Two types of basic education have ultimately crystallised the Orthodox Wardha type of eight years craft centred basic schools and the more liberal craft based but activity type of basic schools in two stages, *viz.* Junior Basic stage 6 to 11 plus and Senior Basic stage up to 14 plus with the result that at the moment we find two types sponsored by the different stages *J Lahri*

7 **Neglect of the child** "In a hurry to pay more attention to craft it has neglected the child *Anath Nath Basu*

"Basic education is looked upon more as a social and economic duty than as a joyful adventure *Anath Nath Basu*

"Craft is only a slogan, a fiction, wh ch is practised on ceremonial

occasions for the benefit of visitors R K Singh

8 **Faulty time table** 'In a basic school only two thirds or half the normal time is given to academic education the rest being taken up by crafts And further since on the time table academic subjects generally come after the craft work mostly agriculture students are sometimes too tired to take to academic work kindly *R K Singh*

9 **No dexterity in any craft** Students spend one third or half the time for craft work without acquiring any dexterity worth speaking of in any craft *R K Singh*

'A careful study of what is taking place in the Basic schools of today has revealed that the teaching in such schools has less emphasis on the quantum of knowledge stipulated to be conveyed to the children during particular periods Editorial *Educational Review*

Some Epithets attached with Basic System of Education

1 Basic Education is a Fad It has no sound psychological and pedagogical basis

2 Basic Education is a Fallacy The very fundamentals are wrong and not properly conceived

3 Basic Education is a Farce The scheme is impracticable Traditional methods are still followed The craft materials are just stored and a show is put up whenever there are visitors

4 Basic Education is a Fraud which is being committed on the nation by those who are in power It is a sort of political stunt to play with the sentiments of the people

Assessment Committee on Basic Education (1956)

The major recommendations of the Committee are given below

(1) A Central Research Institute of Basic Education should be established

(2) Post Basic Education should get due recognition and place in the present scheme for the reorganisation of secondary education

(3) All elementary schools should be converted into basic schools and all teacher training at this level should become basic teacher training

(4) Universities should recognise Post Basic Education for purposes of admitting pupils passing out of Post Basic Schools

(5) English should be offered as an optional subject from the 6th grade onwards wherever knowledge of English is considered necessary

(6) The Basic Teachers Training should become more efficient and real by effecting improvement in craft training and in a new

dynamic approach to the study of psychology

(7) No school should be considered a basic school unless it provides for an integrated course of eight years of Basic Education, community living systematic craft work correlated method of teaching, extension work, congregational prayers, library, cultural and recreational activities etc

Future of Basic Education and the Education Commission

The Commission believed that the essential elements of Basic education were fundamentally sound but some modifications were needed

"The movement of Basic education launched by Mahatma Gandhi before independence proposing a new type of elementary education for the nation which would centre round some form of manual and productive work and have intimate links with the life of the community was a landmark in the history of education in India It was a revolt against the sterile, book centred examination oriented system of education that had developed along traditional lines during several decades of British rule It created a national ferment, which may not have transformed the quality of education at the primary stage but which has certainly left its impact on educational thought and practice on a much wider sphere We believe that the essential elements of the system are fundamentally sound and that with necessary modifications these can form a part of education, not only at the primary stage but at all stages in our national system These elements are (1) productive activity in education (2) correlation of the curriculum with the productive activity and the physical environment and (3) intimate contact between the school and the local community

The Commission popularised the concept of ' work experience and saw that the two ideas—' work experience and "Basic education were essentially similar

In the curricula of most contemporary school systems particularly in the socialist countries of Europe a place is found for what is variously called 'manual work or 'work-experience In our country a revolutionary experiment was launched by Mahatma Gandhi in the form of basic education The concept of work experience was essentially similar It may be described as a redefinition of his educational thinking in terms of a society launched on the road to industrialisation '

The Commission gave a call for the reorientation of the education programme in view of the changed character and

the new society It is not difficult to miss the clear shift of emphasis in terms of a new science-oriented social order in the following words

"The programme of Basic education did involve work experience for all children in the primary schools, though the activities proposed were concerned with the indigenous crafts and the village employment patterns If in practice basic education has become largely frozen around certain crafts there is no denying the fact that it always stressed the vital principle of relating education to productivity What is now needed is a reorientation of the basic education programme to the needs of a society that has to be transformed with the help of science and technology In other words work experience must be forward looking in keeping with the character of the new social order

FIVE YEAR PLANS

Since the Government of India had earlier accepted basic education as the national system of education sincere efforts were made in all directions to popularise it A systematic effort to encourage basic education was made in the First Plan and a number of schemes on all India basis were launched The pace of progress increased in the Second Plan The progress was maintained in the Third Plan but a luke warm attitude was creeping in as a result of some opposition from public quarters The progress of basic education in the four plans is set out below

Schools	*1st Plan*	*2nd Plan*	*3rd Plan*	*4th Plan*
Junior basic schools	33 379	42 971	1 00 000	1 53 000
As percentage of total primary schools	15 9	15 4	29 2	30 9
Senior basic schools	388	4 842	11 940	16 7000
As percentage of total middle schools	2 9	22 3	30.2	28 9
Basic training schools	114	520	715	1 424
As percentage of total number of training schools	15	56	70	100

After the Report of the Education Commission (1964 66) the phrase work experience came in more frequent use than that of basic education The Government of India s Resolution on National ⸝ of Education (1968) has not made any mention of basic

education' It, however, declares that 'work experience should become an integral part of education The Fourth Five Year Plan (1969 74) does not deal with the term 'basic education' No new programme for its development and research is being taken up

The National Institute of Basic Education set up by the Government of India, which functioned as an important department of NCERT for the purpose of research, extension and training in basic education has been wound up

From all accounts it appears that in actual practice the concept 'basic education is gradually being replaced by 'work experience' and 'socially useful productive work',

Chapter 9

SECONDARY EDUCATION

SECONDARY EDUCATION COMMISSION 1952 53

Background of the Commission

With the attainment of Independence the political background underwent a complete revolution The Education of India deserved a fresh outlook This was appropriately voiced by Maulana Abul Kalam Azad in his presidential address to the Central Advisory Board of Education in 1948 The scales in which the educational problems were weighed by this Board up till now have grown out of date The dimensions of the national problems of the day cannot be judged by the same measurements The new aspirations of new India will require fresh outlook and new measures to tackle its problems

The Central Advisory Board of Education at its 14th meeting held in January 1948 recommended the appointment of a Commission to examine the prevailing system of secondary education in the country and suggest measures for its reorganisation and improvement The Board at its 18th meeting held in 1951 reiterated its former decision and pressed for early implementation of its recommendations

There were other considerations also before the Government of India for setting up a Commission There had been no comprehensive or thorough examination of the problem pertaining to secondary education while the problems of elementary and university education had been surveyed and steps taken to improve and co-ordinate facilities for technical education Further it was the secondary school that supplied teachers to the primary schools and students to the universities An inefficient system of secondary education was bound to affect adversely the quality of education at all stages One of the major defects of the prevailing system of secondary education was its unilinear and predominantly academic character The need for the reorganisation of secondary education with diversified courses had become more urgent as a result of acceptance by the Government of Basic Education as the pattern of education at the elementary stage

In view of these considerations, the Government of India set up the Secondary Education Commission by Resolution dated 23 September, 1952 The Commission was inaugurated on 6 October, 1952 It submitted its Report in June 1953 Following were the members of the Commission

1 Dr A Lakshmanaswami Mudaliar, (Chairman) Vice Chancellor, Madras University

2 Principal John Christie, Jesus College, Oxford

3 Dr A Kenneth Rast Williams, Associate Director Southern Regional Education Board Atlanta (USA)

4 Mrs Hansa Mehta Vice Chancellor Baroda University

5 J A Taraporevala, Director of Technical Education, Government of Bombay

6 Dr K L Shrimali Principal, Vidya Bhavan Teachers Training College Udaipur

7 M T Vyas Principal New Era School Bombay

8 K G Saiyidain (Ex officio Member) Joint Secretary to the Government of India, Ministry of Education

9 Principal A N Basu (Member Secretary), Central Institute of Education, Delhi

Dr S M S Chari Education Officer Ministry of Education acted as Assistant Secretary to the Commission

Terms of reference (*a*) To enquire into and report on the present position of Secondary Education in India in all its aspects and

(*b*) To suggest measures for its reorganisation and improvement with particular reference to—

(*i*) the aims, organisation and content of secondary education,

(*ii*) its relationship to primary basic and higher education

(*iii*) the inter relation of secondary schools of different types and

(*iv*) other allied problems

so that a sound and reasonably uniform system of Secondary Education suited to our needs and resources may be provided for the whole country

Aims of Education

The Secondary Education Commission formulated four aims of education India keeping in view the needs of democratic India as envisaged in the Constitution

1 **Development of democratic citizenship** The Secondary Education Commission visualized the Secondary Education as the end of all formal education for the majority of the citizens and as

such thought that it must assume the responsibility of providing that type of education that would enable the students to develop qualities which are of great importance for them to bear worthily the responsibilities of a democratic citizen. A democratic citizen is required to develop many qualities—intellectual social and moral

(a) *Clear thinking* A democrat to be effective must think clearly and be receptive to new ideas He should have the understanding and the intellectual integrity to sift truth from falsehood, facts from propaganda and to reject the dangerous appeal of fanaticism and prejudice He must develop a scientific attitude of mind to think objectively and base his conclusions on tested data

(b) *Receptivity to new ideas* He should have an open mind receptive to new ideas He should not confine himself within the prison walls of out moded customs traditions and beliefs He should neither reject the old because it is old nor accept the new because it is new but dispassionately examine both and courageously reject what ever arrests the forces of justice and progress

(c) *Clearness in speech and writing* To be able to make one s influence felt and to assist in the formulation of healthy public opinion an educated person should be able to express himself clearly both in speech and writing This is an essential pre requisite for successful living in a democracy which is based not on force but on free discussion persuasion and peaceful exchange of ideas

(d) *Education in the art of living in a community* An individual can not live and develop alone He is essentially a social being because there is a proverb that 'Man is a social animal Both for his own wholesome development and the good of society it is essential that he should learn to live with others and to appreciate the value of cooperation through practical experience and free interplay with other personalities No education is worth the name which does not inculcate the qualities necessary for living graciously harmoniously and efficiently with one s fellow men Amongst the qualities which should be cultivated for this purpose are discipline cooperation social sensitiveness and tolerance

(e) *Passion for social justice* Our education must develop a passion for social justice based on sensitiveness to social evils and the exploitation which corrupts the grace of life Passion must be kindled in the heart and mind of our people and the foundation for it should be laid in the school

(f) *Development of tolerance* Our educational system must stress the importance of tolerance without which it is impossible to preserve the health and even the existence of a democracy If a

democracy like ours is to survive, a democracy which harbours so many faiths, races and communities—education must cultivate in our young an openness of mind and largeness of heart which would make them capable of entertaining and blending differences in ideas and behaviour into a harmonious pattern.

(g) *Development of true patriotism.* True patriotism involves three things—a sincere appreciation of the social and cultural achievements of one's country, a readiness to recognise its weaknesses frankly and to work for their eradication and an earnest resolve to serve it to the best of one's ability, harmonising and subordinating individual interests to broader national interests.

2. **Improvement of vocational efficiency.** The second important aim of our educational system would be to increase the productive or technical and vocational efficiency of our students. This includes (a) creating a new attitude that implies an appreciation of the dignity of all work, however slowly (b) making the students realise that self-fulfilment and national prosperity are only possible through work in which every one must participate and a conviction that when our educated men take any piece of work in hand they will try to complete it as efficiently and artistically as their powers permit, (c) making attempts by all the teachers to ensure that such an attitude on the part of the students finds expression in every activity of the school, and (d) promotion of technical skill and efficiency at all stages of education so as to provide trained and efficient personnel to work out schemes of industrial and technological advancement

Provision of diversified courses at the secondary stage should be made so that a large number of students may take up agricultural technical commercial or other practical courses which will train their varied aptitudes and enable them either to take up vocational pursuits at the end of the secondary course or to join technical institutions for further training

3 **Development of personality** This includes (a) Releasing the sources of creative energy in the students so that they may be able to appreciate their cultural heritage (b) Cultivating rich interests which they can pursue in their leisure and contribute in later life to the development of this heritage (c) Giving a place of honour in the curriculum to subjects like art craft, music dancing and the development of hobbies

4 **Development of the qualities for leadership** This is important for the successful functioning of our democracy Education must train our students for discharging their duties efficiently, they must be trained in the art of leading and following others Our secondary

education must train persons who will be able to assume the responsibility of leadership—in the social political industrial or cultural fields—in their own small groups of community or locality

Leadership calls for a higher standard of education, a deeper and clearer understanding of social issu s and greater technical efficiency

Major Recommendations of the Commission

1 **New organisational pattern** (1) Under the new organizational structure education should commence after a four or five years period of primary or Junior Basic education and should include (*a*) the Middle or Senior Basic or Junior Secondary stage of three years, and (*b*) the higher secondary stage of four years

(2) The present intermediate stage should be replaced by the Higher Secondary stage which should be of four years' duration—one year of the present Intermediate being included in it As a consequence, the first degree course in the University should be of three years' duration

(3) Multipurpose schools should be established wherever possible to provide varied courses of interest to students with diverse aims, aptitudes and abilities

(4) All States should provide special facilities for Agricultural education in rural schools

2 **Technical education** (1) Technical schools should be started in large numbers either separately or as part of multi purpose school

(2) Apprenticeship training being an important part of the training needed, suitable legislation should be passed making it obligatory for the industry to afford facilities to students for particular training

3 **Other types of schools** (1) Public schools should continue to exist for the present and the pattern of education given in them should be brought into reasonable conformity with the general pattern of national education

(2) A number of residential schools should be established more particularly in certain rural areas

(3) A large number of schools should be established o meet the needs of handicapped children

4 **Co education** (1) While no distinction need be made between education imparted to boys and girls special facilities for the study of home science should be made available in all girls schools and co education of mixed schools

(2) Efforts should be made by State Governments to open separately schools for girls wherever there is demand for them

5 **Study of languages** (1) The mother tongue or the regional language should generally be the medium of instruction throughout the Secondary School stage subject to the provision that for linguistic minorities special facilities should be made available on the lines suggested by the Central Advisory Board of Education

(2) During the Middle School stage every child should be taught at least two languages English and Hindi schools should be introduced at the end of Junior Basic stage subject to the principle that no two languages should be introduced in the same year At the High and Higher Secondary stage at least two languages should be studied one of which being the mother-tongue or the regional language

6 **Curriculum** (1) At the Middle School stage the curriculum should include (*i*) Languages (*ii*) Social Studies (*iii*) General Science (*iv*) Mathematics, (*v*) Art and Music, (*vi*) Craft, and (*vii*) Physical Education

(2) At the Higher School or Higher Secondary stage diversified courses of instruction should be provided for the pupils Diversified courses of study should include the following seven groups (*i*) Humanities, (*ii*) Sciences, (*iii*) Technical subjects (*iv*) Commercial subjects, (*v*) Agricultural subjects (*vi*) Fine Arts and (*vii*) Home Science As and when necessary additional diversified courses may be added

(3) A certain number of core subjects should be common to all students whatever the diversified courses of study that they may take these should consist of (*i*) Language (*ii*) General Science (*iii*) Social Studies, and (*iv*) Craft

(4) The diversified curriculum should begin in the second year of the High School or Higher Secondary School stage

7 **Textbooks** (1) With a view to improving the quality of text books prescribed, a high power Textbooks Committee should be constituted

(2) The Textbooks Committee should lay down clear criteria for the type of paper, illustration, printing and format of the books

(3) A single textbook should not be prescribed for every subject of study but a reasonable number of books which satisfy the standards laid down should be recommended leaving the choice to the schools concerned In the case of languages, however, definite text books should be prescribed for each class to ensure proper gradation

(4) No book prescribed as a textbook or as a book for general study should contain any passage or statement which might offend the religious or social susceptibilities of any section of the com

munity or might indoctrinate the minds of the young students with particular political or religious ideologies.

(5) Frequent changes in textbooks and books prescribed for study *should be discouraged.*

8. **Dynamic methods of teaching.** (1) The methods of teaching in schools should aim not merely at imparting of knowledge in an efficient manner, but also at inculcating desirable values and proper attitudes and habits of work in the students.

(2) The emphasis in teaching should shift from verbalism and memorisation to learning through purposeful, concrete and realistic situation and, for this purpose, the principles of 'Activity Method' and Project Method' should be assimilated in school practice.

(3) In the teaching of all subjects special stress *should* be placed on clear thinking and expression both in speech and writing.

(4) A well thought-out attempt should be made to adopt methods of instruction to the needs of individual students as much as possible so that dull, average and bright students may all have a chance to progress at their own pace.

(5) Students should be given adequate opportunity to work in groups and to carry out group projects so as to develop in them the qualities necessary for group life and cooperative work.

(6) Every Secondary School should have a well-equipped school library class libraries and subject libraries should also be utilised.

9 **Discipline.** (1) The education of character should be envisaged as the responsibility of all teachers should be provided through every single aspect of school programme.

(2) In order to promote discipline, personal contact between the teacher and the pupils should be strengthened, self government in the form of house system with prefects or monitors and student-councils whose responsibility will be to draw up a code of conduct and enforce its observance should be introduced in all schools.

10 **Religious and moral instruction.** Religious instruction may be given in schools only on a voluntary basis outside the regular school hours, such instruction being confined to the children of the particular faith concerned and given with the consent of the parents and the managements.

11 **Extra-curricular activities** Extra-curricular activities should form an integral part of education imparted in the school and all teachers should devote a definite time to such activities

12. ***Guidance and counselling in secondary schools*** Educational guidance should receive much greater attention on the part of the educational authorities. The services of trained guidance officers

of training should be two years and

(ii) For graduates for whom the training may, for the present be of one academic year but extended as a long term programme to two academic years

(2) During the period of training all the student teachers should be given suitable stipend by the State

(3) All Training Colleges should provide adequate residential facilities

18 **Organisation and administration** (1) There should be a Board of Secondary Education consisting of not more than 25 members with the Director of Education as its Chairman to deal with all matters of education at the secondary stage and to lay down general policies A Sub Committee of the Board should deal with the conduct of examinations

(2) State Advisory Boards should be constituted in each State to advise the Department of Education on all matters pertaining to education

19 **Inspection of schools** (1) The true role of an Inspector should be to study the problems of school and view them comprehensively in the context of educational objectives to formulate suggestions for improvement and help the teachers to carry out his advice and recommendations

(2) In addition to direct recruitment Inspectors should also be drawn from (i) teachers of ten years experience (ii) headmasters of High Schools and (iii) duly qualified staff of Training Colleges who may be allowed to work as such for a period of three to five years

20 **Management of schools** (1) The Managing Boards of all schools should be registered and should consist of a limited number of persons with the Headmaster as an ex officio member

(2) No member of the Managing Board should directly or indirectly interfere with the internal administration of the school

21 **School building and equipment** (1) The open spaces available in cities must be conserved to be utilised as playground by groups of schools

(2) Normally in designing buildings for schools care should be taken to see that an area of not less than 10 sq ft is provided per student in the class room

(3) The optimum number of boys to be admitted to any class should be 30 and the maximum should not in any case exceed 40 the optimum number in the whole school should be 500 while the maximum should not exceed 750

22 **Hours of working and vacation** (1) As a rule the total

number of working days in a school should not be less than two hundred, the working hours per week should be at least thirty five periods about forty five minutes each the schools should work regularly for six days in the week One of the days being a half day when the teachers and students might meet informally and work together on various extra curricular and social projects

(2) Normally during the year there should be a summer vacation of two months and two breaks of ten to fifteen days at suitable periods during the year

23 **Finance** (1) A cess called the Industrial Education Cess be levied the amount collected to be utilised for the furtherance of technical and vocational education at the secondary stage

(2) The Centre should assume a certain amount of direct responsibility for the contemplated reorganisation of secondary education and give financial aid for the purpose

General Observations on the Secondary Education Commission's Report

1 The Secondary Education Commission ob erved as regards financial aid to Secondary Education, "It has been pointed out that the recommendations of the previous Commissions have not been given effect to largely because the necessary financial resources could not be made available either by the State or by the Centre' It is an irony of fate that the recommendations of this Commission have also met the same fate The Secondary Education Commission did not give sufficient thought to the financial aspect of the various reforms

2 The Secondary Education Commission did not suggest any short term and long term plans for the implementation of its recommendations

3 Regarding agricultural education in Secondary Schools the Commission observed, "The need therefore to educate the youth of the country to a proper appreciation of the role that agriculture plays in the national economy must be stressed in all schools In view of its basic importance we recommend that all States should provide much greater opportunities for agricultural education in rural schools so that more students may take it and adopt it as a vocation' Thus it is evident that the Commission was fully aware of the importance of agricultural education but it did not suggest concrete measures for introducing it The Commission thought it fit only to append a note on Agricultural Education in the U S A by Dr K R Williams This note should have been thorougnly examined in the light of the situation existing in India

4 The Commission's important recommendations on the new organizational pattern of secondary education are

Under the new organisational structure, education should commence after four or five years period of Primary or Junior Basic Education and should include

(a) The Middle or Senior Basic or Junior Secondary stage of three years and

(b) The Higher Secondary stage of four years

It may be seen from these recommendations that the Commission did not state in clear and unambiguous language what the total duration of the shool course would be This created a lot of confusion

5 The financial implications of the upgrading of a large number of high schools into higher secondary pattern in every State were not worked out

6 The Commission suggested that the minimum qualification required for teaching in the last two years of the higher secondary school were an M A degree or a first class B A degree with a degree in teaching An adequate number of qualified post graduate teachers were not available

7 The introduction of core subjects like crafts and general science in the curriculum of the higher secondary school created further difficulties regarding staff requirements

8 The serious difficulties in the process of implementing the recommendations of establishing multipurpose schools could not be foreseen with the result that out of 22 581 higher secondary schools in 1963 64 there were only 2 000 multipurpose schools Subsequently their number began to dwindle Thus we find that our schools remain as bookish and stereotype as at the time of the recommendations of the Secondary Education Commission One may aptly put this question What has been the impact of the Secondary Education Commission? The answer is quite obvious We are where we were twentyeight years ago

9 The multipurpose schools have benefited neither the school leavers nor the seekers of higher education

10 A close scrutiny of the implementation of the recommendations of the Commission reveals that the quantitative expansion of secondary education has not been simultaneously accompanied by an expansion to large number of the student population Our zeal for implementing the recommendations has led to a dilution of standards at the institutional level

11 The Commission did give a clear-cut path of vocationalised

4 The Commission's important recommendations on organizational pattern of secondary education are

Under the new organisational structure, education sh merce after four or five years' period of Primary or Ju Education and should include

(*a*) The Middle or Senior Basic or Junior Secondary stag years and

(*b*) The Higher Secondary stage of four years

It may be seen from these recommendations that the Co did not state in clear and unambiguous language wha duration of the shool course would be This created a lo fusion

5 The financial implications of the upgrading of a larg of high schools into higher secondary pattern in every Stat worked out

6 The Commission suggested that the minimum quali quired for teaching in the last two years of the higher school were an M A degree or a first class B A degree wi in teaching An adequate number of qualified post gradua were not available

7 The introduction of core subjects like crafts and gar in the curriculum of the higher secondary school cre difficulties regarding staff requirements.

7 In view of the fact that it was not possible to convert all the high schools into higher secondary schools in the near future the pre University course was introduced as a transitional experiment But the pre University course has come to be regarded as an institution which could continue for an indefinite time particularly with the expansion in secondary education that has taken place during the last few years resulting in the establishment of a large number of new high schools all over the country The one year university course has not served the purpose as it is a course of only seven to eight months It takes several months to the students out of this short period for adjusting themselves to the new conditions, for adopting themselves to the methods of instruction different from what they have been accustomed to in schools, and (in the case of the majority of students) to a new medium of instruction, which is English. The pre University year has thus become an ineffective period of study

tion and made no attempt to change its system of secondary education In Uttar Pradesh which has the system of intermediate colleges, it is claimed that the intermediate classes are really higher secondary, but as the intermediate course is followed by a two-year university course Uttar Pradesh may also be regarded as a State which has not accepted the new pattern

4 While undertaking reforms the financial implications of the upgrading of a large number of schools in every State to the higher secondary pattern were not worked out Even with Central aid the States that accepted the pattern could convert not more than a certain number of schools into higher secondary institutions

5 The selection of high schools for conversion into higher secondary schools was to be governed by strict and carefully defined conditions The Commission s Report stated that only those schools would develop into efficient higher secondary institutions which satisfied definite criteria prescribed regarding accommodation, equipment qualification of the staff salaries and grades and adequate finances and that such conditions have to be fulfilled scrupulously before the schools were recognised as higher secondary schools The establishment of higher secondary schools in certain areas unfortunately became a matter of prestige for the people concerned Social and political pressures were sometimes used for getting the necessary recognition for their institutions This resulted in the upgrading of a number of schools which did not satisfy the minimum criteria regarding accommodation equipment qualifications of staff etc and though the conversion has been effected it has not led to any marked improvement in the quality of education imparted in the institutions

6 A successful reorganisation implied that teachers with higher qualifications should be made available for the teaching of the upgraded courses at least in the additional year of the higher secondary stage The Commission s Report suggested that the minimum qualifications required for teaching in the last two years of the higher secondary school were an M A degree or a first class B A degree with a degree in teaching An adequate number of qualified postgraduates however were not available for the new courses Moreover, the introduction of core subjects like crafts and general science in the curriculum of the higher secondary school created further difficulties regarding staff requirement On account of the mediocre quality of the teaching personnel the standards of the higher secondary school have not been adequately raised and the reputation of the organisational pattern has suffered as a consequence

7 In view of the fact that it was not possible to convert all the high schools into higher secondary schools in the near future the pre University course was introduced as a transitional experiment But the pre University course has come to be regarded as an institution which could continue for an indefinite time, particularly with the expansion in secondary education that has taken place during the last few years resulting in the establishment of a large number of new high schools all over the country The one year university course has not served the purpose as it is a course of only seven to eight months It takes several months to the students out of this short period for adjusting themselves to the new conditions, for adopting themselves to the methods of instruction different from what they have been accustomed to in schools, and (in the case of the majority of students) to a new medium of instruction, which is English. The pre University year has thus become an ineffective period of study

ment Educational and national reconstruction are intimately interlinked The crucial role of education in national development appears in all its vividness on every page of the report. Standing at the critical cross roads of history, India has to make a choice The choice lies between education and disaster The report concludes We must either build a sound balanced, effective and imaginative educational system to meet our developing need and respond to our challenging aspirations or be content to be swept aside by the strong currents of history Never before education was given such a rich of national honour and never before was it conceived as a pivot of national honour and never before was it conceived as a pivot of nation s progress and the prosperity as revealed in the pages of the Commission s Report

The international composition of the Commission is also significant Education for India must necessarily emerge from Indian experience thought culture and local conditions But as education remains the common quest of mankind inhabiting a world closely knit together, it was found profitable to draw upon the experiences and thinking of educationists and scientists from other countries and to take advantage of the latest developments in the educationally advanced countries The Commission included seven Indian members and five others one each from Japan France UK, USA and USSR Besides 20 consultants from different countries of the world were available It is of historical interest to note that the first commission namely the Indian Education Commission (1882 83) had 7 Indians and 14 Englishmen but in 1902 Curzon omitted to put any Indian on the Indian Universities Commission (1902) though a Hindu and a Muslim were added later when the harm had already been done The Calcutta University Commission (1917) had some Indian members including Asutosh Mukherji The University Education Commission (1948-49) and the Secondary Education Commission (1952 53) had educationists both from UK and USA

Three Facets of Educational Revolution

The Commission identified three important facets of the big programme that would bring about the desired educational revolution

—Internal transformation so as to relate it to the life, needs and aspirations of the nation

—Qualitative improvement so that the standards achieved are adequate keep continually rising and at least in a few sectors become internationally comparable and

—Expansion of educational facilities broadly on the basis of

manpower needs and with an accent on equalization of educational opportunities

Educational Programme

This is a four fold Educational Programme For the internal trans formation of the system of education the following programmes urged high priority

(1) Work experience as an integral part of general education, vocationalisation of education at the secondary level, improvement of professional education and research, promoting national consciousness

(2) Introducing a common school system, making social and national service compulsory developing all modern Indian languages

(3) Making sc ence education an integral part of all school educa tion and developing scientific research

(4) Inculcation of high values—social moral and spiritual—at all stages of education

Objectives of Education

The transformation was considered necessary for achieving the four national objectives increasing productivity achieving national integration, accelerating the process of modernisation and cultivating social moral and spiritual values

1 **Programmes for improving the quality of education** The quality of education is crucial for national development and the nation must be prepared to pay for the quality According to the Commission's recommendations the major programmes for qualitative improvement include raising the economic, social and professional status of teachers and improving the quality and scope of teacher education and in service programmes radical reform especially in Science and Mathematics vigorous improvement in the method of teaching and evaluation and providing quality textbooks and other teaching material search for introduction of a nation wide programme of school and college improvement where each institute finds congenial conditions to strive continually to achieve the best result of which it is capable the establishment of quality schools to act as pace setters in their districts and the creation of 5 or 6 major universities, revitalising the system of supervision and reorganising the State departments and the reorganisation of the educational structure on the 10+2+3 pattern

2 **Expansion programme** The Commission hopes that 5 per cent of the 5 and 50 per cent of the 5 6 age groups will

find places in nursery schools or classes by 1986 It recommends five years of good education for all children by 1975-76 and seven years of such education by 1985 86 and places the highest priority for free and compulsory education up to the age of 14 The problems and policies of expansion at the Secondary stage would differ from those in primary education because on the one hand it would not be financially possible for several years to come to have universal secondary education and on the other hand it would be essential to enlist half the enrolment at the higher secondary stage in vocational education It is an important recommendation that the expansion of higher secondary and collegiate education should be related to manpower needs and must be selective The programmes of equalisation of educational opportunities visualised by the Commission include the reduction of the regional imbalances to the minimum, increased provision of free education and scholarships paying special attention to the education of girls placing adequate emphasis on the spread of education among backward classes including the Scheduled Castes and the Scheduled Tribes It is also recommended that a nationwide campaign should be launched for complete liquidation of literacy within 20 years

Recommendations of the Kothari Commission

1 **Education and national objectives** The most important and urgent reform needed in education is to transform it to endeavour to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social economic and cultural transformation necessary for the realisation of the national goals For this purpose education should be developed so as to increase productivity achieve social and national integration accelerate the process of modernisation and cultivate social moral and spiritual values 1 20 (Chapter 1 Para 20)

2 **Stress on science education** Science Education must become an integral part of school education nd ultimately some study of science should become a part of all courses in the humanities and social sciences at the university stage (1 23)

We lay great emphasis on making science an important element in the school curriculum We therefore recommend that Science and Mathematics should be taught on a compulsory basis to all pupils as a part of general education during the first ten years of schooling (8 50)

Every primary school should have a science corner or a room to keep pecimens models and charts with the necessary storage facili

ties A minimum of one laboratory cum lecture room should be provided in every higher primary school (8 56)

3 **Work experience** Work experience should be introduced as an integral part of all education, general or vocational (1 25)

4 **Vocationalisation** An other programme which can bring *education into closer relationship with productivity is to give* a strong vocational bias to secondary education and to increase the emphasis on agricultural and technological education at the university stage *(1 32)*

5 **Common school system** A common school system of public education should be introduced (1 35)

6 **Social and national service** Social and national service should be made an integral part of education at all stages (1 35)

7 **Ten years of schooling of general education** The first ten years of schooling should cover a primary stage of seven or eight years and a lower secondary stage of three or two years providing a course of general education without any specialisation (2 17)

8 **Specialisation in classes XI and XII** Classes XI and XII (and during the transitional period class XI only) should provide for specialised studies in different subjects at the higher secondary stage (2 18)

9 **Two years duration of higher secondary stage** The Higher Secondary stage should be extended to cover a period of two years and to be located exclusively in schools (2 29)

Steps to be taken to implement this reform through a phased programme spread *over the next 20 years 1965 85 (2 29)*

10 **Instructional days in schools** The number of instructional days in a year should be increased to about 234 (or 39 weeks) for *schools and 216 (or 36 weeks) for colleges and pre primary schools* (2 35)

11 **Holidays to be minimised** There is no need to close an *educational institution on a religous holiday Nor is it necessary for* instance to close it on birthdays or death anniversaries of great Indians the time could be better utilised in working hard for nation*al development (2 37)*

12 **Academic year to begin on the same day** It is desirable to begin the academic year on the same day throughout India (2 34)

In an academic year, the hours of instruction at the secondary stages should not be less than 1 000 and preferably raised to 1,100 *or even 1 200 if conditions are favourable*

13 **Maximum utilisation of school facilities** The libraries

laboratories workshops, craftsheds etc should be open all the year round and should be utilised for at least eight hours a day (2 43)

14 **College to be related to a number of schools** Each college can be functionally related to a number of secondary schools in the neighbourhood and enabled to provide attention services and guidance to them to improve their standards (2 49)

15 **Free textbooks at the primary stage** At the primary stage a programme of providing free textbooks should be given very high priority and introduced immediately (6 16)(1)

16 **Adequate numbers of scholarships** The top 10 per cent of the students in educational institutions should be given small grants annually for the purchase of books which need not necessarily be textbooks (6 16)(3)

Steps should be taken to ensure that at the end of the lower primary stage no promising child is prevented from continuing his studies further on account of non availability of a school or of socio economic difficulties and to this end scholarship of an adequate amount will have to be provided to every child that may need it (6 19)

The main object of the scholarship programmes to be developed at the secondary stage would be to ensure that under any circum stances the top 15 per cent of the children in the age group do get transferred to secondary schools and their further education is not prevented by poverty (6 29)

17 **Identification of gifted students** Steps should be taken immediately to devise suitable techniques for identifying talent at this stage Each State should organise a testing service at the end of the primary stage (class VII or class VIII) and also at the end of the lower secondary stage (class X) and make the assistance available to all the schools (6 22)

18 **Residential facilities in schools** One good secondary school with adequate residential facilities should be developed in each community development block and about 10 per cent of urban schools should also be similarly covered (6 20)(2)

19 **Provision of day study centres** For students who do not have adequate facilities for study at home it is necessary to provide a large number of day study centres at the secondary and university stage Some institutions have tried to provide this facility by adopt ing an unorthodox approach *i e* by using class room for residential and study purposes before and after school hours at night Experi ments of this type should be encouraged (6 39)

20 **Learning while earning** Facilities for students to earn and

pay a part of the expenses should be developed on as large a scale as possible as supplement to the programme of scholarships (6 39)

21 **Education of the handicapped** It should be possible to have at least one good institution for the education of handicapped children in each district (6 46)

The NCERT should have a cell for the study of the handicapped (6 49)

22 **Education of the backward classes** The education of the backward classes in general and of the tribal people in particular is a major programme of equalization and of social and national integration No expenditure is too great for the purpose (6 75)

23 **State-level centres for pre primary education** There should be a State level centre for the development of pre primary education located in the State Institutes of Education (7 07)

24 **Developmental plan for each district** A development plan for secondary education should be prepared separately for each district after taking into consideration the existing and prospective needs of expansion (7 46)

25 **Enrolment between 360 and 450 in a secondary school** In order to be well equipped and efficient a secondary school should have at least three divisions in each of the three classes of the secondary stage *i e*, a total of nine divisions and an enrolment between 360 and 450 (7 60)

26 **Freedom to schools for experimental curricula** Schools may be permitted to try out experimental curricula (8 06)

27 **Two sets of curricula** The State Boards of School Education should prepare two sets of curricula—advanced and ordinary (8 07)

Schools need not adopt the advanced curricula in all the subjects (8 08)

28 **Three or four textbooks for each subject** No useful purpose is served by having only one textbook in a subject for a given class—this is almost invariably the position under the existing programme of nationalisation It should be an important objective of policy to have at least three or four books in each subject for each class and leave it open to the teacher to choose the book best suited to the school This is necessary even if there were to be common syllabus for all the schools (9 20)

29 **Moral and religious education** Conscious and organised attempts be made for imparting education in social moral and spiritual values with the help wherever possible of the ethical teaching of great religions (8 94)

30. **Co-curricular activities** Every school should organise a variety of such programmes that every child in it may be able to take up something suited to his tastes and interests (8.10).

31. **Guidance and counselling** Guidance and counselling should be regarded as an integral part of education meant for all students and aimed at assisting the individual to make decisions and adjustments from time to time.

32. **Evaluation** Evaluation is a continuous process, forms an integral part of the total system of education and is intimately related to educational objectives. It exercises a great influence on the pupil's study habits and the teacher's methods of instruction and thus helps not only to measure educational achievement but also to improve it.

The new approach to evaluation will attempt to improve the written examination so that it becomes a valid and reliable measure of educational achievement and to devise techniques for measuring those important aspects of the student's growth that cannot be measured through written examinations (9.65-68).

33. **Establishment of school complexes** The school complex should be established. Each higher primary school should be integrally related to ten lower primary schools that exist in its neighbourhood so that they form one complex of educational facilities. The headmaster of the higher primary school should provide an extension service to the lower primary schools in his charge and it will be his responsibility to see that they function properly. The second tier would be a committee under the chairmanship of the headmaster of the secondary school (all headmasters of the higher and lower primary schools in the area being members) which will plan the work and give guidance to all the schools in the area (2.51).

34. **The neighbourhood school** The present social segregation in schools should be eliminated by the adoption of the neighbourhood school concept at the lower primary stage under which all children in the neighbourhood will be required to attend the school in the locality. This plan should be implemented in a period of 20 years.

35. **State evaluation organisation** To assist the State Education Department in this programme of prescribing, maintaining and revising standards, a State Evaluation Organisation should be set up in each State as an independent institution, preferably autonomous, and its service should be available to all concerned (10.59).

36. **State and national boards of education** In order to [illegible] improvement in standards an adequate machinery

should be set up at the State and national levels (10.54)

37 **Correspondence courses** An immediate beginning should be made to develop a wide range of vocational and technical courses through correspondence However, before this medium could be adopted extensively very careful preparation and testing would be required (15 74-75)

38 **Minimum scales of pay for teachers** At the school stage the Government of India should lay down the minimum scales of pay for school teachers The States and Union Territories should then adopt equivalent or higher scales of pay to suit their local conditions (3 08)

39 **Same pay in different managements** The scales of pay of school teachers belonging to the same category but working under different managements such as government local bodies or private organisations should be the same (3 09)

The minimum salaries of primary secondary and university teachers should be in the ratio of 1 2 3 (3 10)(4)

40 **Liberal assistance to States** Liberal Central assistance should be given to State Governments for improving the salaries of school teachers as recommended by us (3 28)

41 **Retirement age** Normal retirement age for teachers be 60 years and there should be a provision for extension up to 65 years provided the person is physically fit and mentally alert to discharge his duties efficiently (3 30)

42 **The Indian education service** The creation of the Indian Education Service is a step in the right direction and if organised on proper lines such a service would help the progress of education (18 44)

43 **Education acts** Education should be given a statutory basis everywhere and in all sectors and that an Education Act should be passed in all the States and Union Territories (18 57)

44 **Duration of degree courses** The duration of the first degree course should not be less than three years (2 29)

Apart from this, there should be no rigidity about the duration of courses in higher education (2 29)

These may vary from university to university and even in the same university from subject to subject (2 29)

45 **Graduate schools** In some universities strong graduate schools providing three year M A /M Sc/M Com degree course should be established in certain subjects (2 29)

A beginning should be made with the organisation of four year special courses for the first degree in selected subjects (2 29)

A more liberal provision of scholarships should be made for these longer courses for the first and second degree (2 29)

46 **Experimental schools and universities** The Universities can conduct experimental secondary or primary schools to evolve improved techniques of teaching and organisation (2 49)

47 **Talented students and the role of the colleges** The Universities and colleges could select talented students for the schools in different subjects at an appropriate stage, say in the age group 13 15 and help them to develop their knowledge through individual guidance provision of laboratory facilities etc , over and above regular school work (2 49)

Favourable Comments on the Report

1 A unique report—Mr M C Chagla the then Union Education Minister

2 bold and pertinent—the *Indian Express* 1 July 1966

3 a comprehensive critical and constructive review of the education system prevailing in the country—*The Hindustan Times* 1 July 1966

4 a good document—Mr Chanchal Sarkar in *The Hindustan Times* 14 July 1966

5 bold categorical and realistic—*The Hindustan Standard* Calcutta 12 July 1966

6 a historical document—*The Educational India* Masulipatam July 1966 (Monthly)

7 revolutionary recommendations—*Awaz i Ustand* Chandigarh (Weekly) 7 July 1966

8 revolution in education—*National Solidarity* (Weekly) 7 July 1966

9 original and significant contribution—Dr D S Reddi, *Deccan Chronicle* 17 July 1966

Critics of the Report

1 death certificate of basic education—M N Acharya in *Blitz* 9 July 1966

2 intellectual discipline ignored Sensible in parts but often platitudious—the *Statesman* 3 July 1966

3 Confusing *Amrit Bazar Patrika* 13 July 1966

Conclusion

Educational Commission s report is an achievement a mine of information and wisdom The report is a synoptic survey of the

entire educational situation in all its complexities It reveals an imagination sweep not found in the excellent report of the past The achievement was possible partly because the Commission had faith in the key role of education in national development implying economic growth and social transformation and partly because it was knowledgeable in the strategy and techniques of prospective planning The Education Commission naturally hopes that the nation would be willing to pay for the reforms leading to the transformation of education so that fullest possible development of human resources might be possible The Commission boldly assigns to education the task of transforming and modernising existing social order so that the desired goal of a socialistic pattern of society might be realised within the foreseeable future While it may not be possible to engineer the educational revolution envisaged by the Commission with our present resources, we shall have achieved a marked advance even if half the recommendations are implemented

A survey of such a large magnitude is bound to have omission here and there The Education Commission, for instance, is not clear and definite enough on the content and courses for elementary stage A redefinition of basic education and an examination of the merits of the earlier eight year composite basic school would have been worth while The division of the primary stage into lower and higher the nature of work experience, the qualities, aspects of the elementary stage are issues which need explaining It is doubtful if a teacher can efficiently work with a class of 50 children and still more doubtful if there are rooms in most of the schools which can seat 50 children

The concept of work experience and vocationalisation of education have been left nebulous Higher education has received a disproportionate emphasis Probably there is anxiety to produce executives managers technicians of calibre for the emerging industrial society

The creation of pace setting schools and six major universities is a disturbing recommendation It is bound to create a new caste and deprive the common schools of the few good teachers working in them The recommendation does not seem to be in harmony with those relating to school complexes and neighbourhood school

Educational Structure Proposed by the Kothari Commission

1 The new educational structure will consist of

(a) One to three years of pre school education

(b) A primary stage of 7 to 8 years divided into a lower primary stage of 4 or 5 years and a higher primary stage of 3 or 2 years

(c) A lower secondary stage of 3 or 2 years

(d) A higher secondary stage of two years of general education or one to three years of vocational education

(e) A higher education stage having a course of three years or more for the first degree and followed by a course for the second or research degree of varying durations

2 Age of admission to class I ordinarily not to be less than 6

3 First public examination to come at the end of first ten years of schooling

4 The system of streaming in school of general education to be made beyond class X

5 Two types of secondary schools high schools providing a ten year course and higher secondary schools providing a course of 11 or 12 years

6 Bigger schools and more efficient schools—about one fourth of the total number to be upgraded and attempts to upgrade every secondary school to the higher secondary stage to be abandoned

7 New higher secondary course beginning in class XI, to be instituted and classes XI and XII to provide specialised studies in different subjects existing higher secondary schools with integrated courses in classes IX X and XI and running satisfactorily to continue until class XII is added

8 Transfer of the pre University course from the universities and affiliated colleges to secondary schools by 1975 76 and the duration of the course to be lengthened to two years by 1985 86 U G C being responsible for effecting the transfer of all pre university or intermediate work from university and affiliated colleges to schools

9 Starting of Higher Secondary class or classes in selected schools by State Education Departments as self contained units and assisted with adequate recurring grants

10 Reconstituting Boards of Secondary Education to accept the responsibility for the higher secondary stage also

11 Vocationalization at the secondary stage at two points at the end of Class VII (VIII) and at the end of Class X and provision to be made for the introduction of different types of vocational courses at the lower and higher secondary stages the duration of these courses to vary from one to three years which would prepare young persons for employment

General Observations

Favourable comments The proposed education structure is more scientific The proposed system of one to three years of pre-

school preparation a 7 8 year primary stage, a lower secondary stage of 2 3 years, higher secondary of two years, and higher education beginning with a three year course, will no doubt be considered more scientific than the present system, but unless the proposals are uniformly applied, the existing confusion and imbalance as between States be cannot removed

Twelve Year Course—A Very Practical Integrated System (*National Solidarity* 7 July 1966) 'The Commission has suggested a very practical integrated system consisting of a twelve year course of Higher Secondary stage followed by a three year course of degree and another two-year course for the final degree

Two-Year Higher Secondary Stage—An Important and Constructive Recommendation Dr D S Reddi, the Vice Chancellor of the Osmania University observed, ' The Commission has shown great wisdom in keeping the first degree stage at the present 3 years (*Deccan Chronicle* July 17, 1966)

"It has been categorical in attempting to strengthen and enlarge education by spreading it over 12 years and in retaining English ' (*Hindustan Standard* Calcutta, July 12, 1966)

Criticism ' Dr Anil Chandra Banerjee, veteran educationist and a former President of the Board of Secondary Educ tion, wondered how by merely adding one more year to the present education structure, *the quality of education could be improved This would mean* fresh financial burden on the shoulders of the overburdened guardians who would have to foot the bills for their wards in schools (*Amrit Bazar Patrika*, July 3 1966)

Mr G N Acharya states 'The period from the primary school to the first Arts or Science degree has been 15 years for a long time Many variations of intermediate stages have been tried but eleven years of schooling for matriculation or its equivalent has remained constant

*Now the Commission has proposed a ten year, common undiversi*fied lower secondary and a two year higher secondary course followed by a three year degree course This merely combines the last year of the present secondary course and the existing pre-University or First year

This has the startling effect of lowering the standard of the general course equivalent to matriculation by one year, when the real need is for raising the standard Secondly as the upper secondary course examination is to be in the charge of another Board this will result in a needless multiplication of such bodies (*Blitz* 9 July 1966)

Dr P Parija (a veteran educationi t of Orissa) felt ' *The schooling*

an average of 16 courses per district On the basis of the recommendations of a National Conference organised by NCERT on 5th June 1976 a document entitled Higher Secondary Education and its Vocationalization has been brought out by the NCERT The Central Board of Secondary Education Delhi introduced a large number of vocations at the higher secondary stage from the academic session 1977 78 Two other Committees namely Ishwar Bhai Patel and Adiseshiah Report (1978) also made recommendations regarding vocationalization

4 **Work experience** As recommended by the Education Commission work experience has been made an integral part of the new scheme of studies under the pattern 10+2+3

5 **Book banks** About one lakh books banks have been established in educational institutions which provide books to the students belonging to the weaker sections of the society

6 **Two levels of courses** Under the new pattern of education, provision has been made for the students to select courses in some subjects at two levels *i e*, ordinary and advanced depending upon their capacity to work and comprehend

7 **Revised pay scale of teachers** The pay scale of teachers working in schools were revised almost in all the States as a result of the recommendations of the Education Commission

8 **National institute of educational planning and administration New Delhi** The Working Party on Educational Planning Administration and Evaluation in the Fourth Five Year Plan set up by the Planning Commission reiterated the recommendation of the Kothari Commission for the setting up of the National Staff College The Government of India accepted this recommendation and accordingly initiated at the Asian Institute an Indian Programme in Educational Planning and Administration as a precursor to the National Staff College The National Staff College for Educational Planners and Administrators began to function on 1st January 1971 after it was registered under the Indian Society Registration Act 1860 on 31st December 1970 With the expiry of agreement with UNESCO under which the Asian Institute of Educational Planning and Administration was functioning, the staff and activities of the Asian Institute were taken over by the Staff College from 1st March 1973 The Staff College is located at the premises of the NCERT Its main function is to provide pre service and in service training and professional guidance to the senior educational officers of the Central and State Governments and Union Territories Staff College was renamed as National Institute of Educational Planning and Administration in

1980

Follow up of Recommendations

Following areas have remained ignored by and large They have not received the due attention they deserved

1 Development of a 'streak of quality' programme

2 Creation of school complexes

3 Development of neighbourhood concept of educational institutions

4 Establishment of suitable organizations for assessing manpower needs and of employment opportunities at the national and state levels

5 Provision of part time education on a large scale

6 Evolving integrated plans of development

7 Development of a large programme of scholarships at all stages and in all sectors

8 Creation of Indian Education Service

9 Creation of District School Boards

10 Strengthening of the Offices of the District Educational Officers

11 National Education Act

12 Creation of a National Board of School Education

13 Establishment of a Farm University in each State

14 Recognition of autonomous educational institutions

15 Freedom to Headmasters

16 Making Institutional Plans as an integral part of District, State and National Plan of Education

17 Developing partnership between educational authorities and industry

18 Discouragement to public schools

Chapter 11

10+2+3 PATTERN OF EDUCATION

Why Educational Reforms

Like other ex colonial countries formal education in India was initially meant to produce an elite mainly to fill the ranks of the bureaucracy and the law and order establishment This orientation still persists in spite of the achievement of independence and our national goals of a secular, socialist and democratic society

It is not simply by altering the economic basis of rural urban relationships that a more just social order will be created We also need to alter the present cultural patterns of dominance and disparity An important source of sharp duality of life style and living standards found in our country is the educational system the aim of which continues to produce educated persons disoriented from the large society and constituting a class apart

Education has to be related to the life, needs and aspirations of the people so as to become a powerful instrument of social economic and cultural transformation In this context one of the important principles laid down to promote the development of education in the country is the adoption of a broadly uniform educational structure of 10+2+3 in all parts of the country

Historical Background

The following Commissions, Committees and Conferences recommended the introduction of 12 years of schooling with varying emphasis

1 Sadler Commission 1919

2 The University Education Commission 1948 49 popularly known as Dr Radhakrishnan Commission

3 The Secondary Education Commission 1952 53

4 Committee on Emotional Integration (Dr Sampurnanand Committee 1962 63

5 All India Secondary Teachers Federation 1962

6 Vice Chancellors Conference 1962

7 All India Council for Secondary Education 1963

8 Conference of the State Education Ministers Vice Chancellors and Eminent Educationists (November 1963)

9 Education Commission 1964 66
10 Resolution on National Policy 1968
11 Resolution of The Central Advisory Board of Education

Philosophy and Need of the 10+2+3 Pattern

The Education Commission of India (1966) emphasized that there is a direct link between education national development and prosperity and stated that this can be vitalised only when the National system of education is properly organised, both qualitatively and quantitatively The Commission also pointed out that the existing system of education was largely unrelated to the life needs and aspirations of the people and there was a wide gulf between its contents and purposes as well as interests of National development One of the major weaknesses of the the present educational system is that secondary education fits students for college and almost unfits them for everything else

In any well designed national system of education secondary education must have two specific objectives

(1) to prepare a student for the University or

(2) to become terminal and prepare a student for some vocation in life

Realising that the total period of education and the duration of its different stages have a direct bearing on the quality of education imparted for achieving the goal the Education Commission recommended

(1) Broadly uniform pattern of education

(2) Extension in the total period of schooling to bring about a general rise in the standards of attainment and

(3) Vocationalisation of education

National Policy Statement

Bearing in mind the recommendations of the Commission the Government of India issued in 1968 a National Policy statement on education for the country In this statement the Government of India stated that it was convinced that a radical reconstruction of education on the broad lines recommended by the Education Commission is essential for economic and cultural development of the country for national integration and for realising the ideal of a socialistic pattern of society This will involve a transformation of the system to relate it more closely to the life of the people a continuous effort to expand educational opportunity a sustained and intensive endeavour to raise the quality of Education at all stages

and emphasis on the development of Science and Technology and cultivation of moral and social values"

The policy statement also stated that it would be advantageous to have a broadly uniform educational structure in all parts of the country The ultimate objective should be to adopt the 10+2+3 pattern It received further mandate from all India forums such as the Conference of Education Secretaries and Directors of Education, Conference of the Chief Ministers and Education Ministers of the States, the Inter-University Board and the Conference of the Boards of Secondary Education in India The Central Advisory Board of Education too endorsed the recommendation in September 1972 and reiterated it in its meeting held in Delhi in 1974

Almost simultaneously the Ministry of Education and Social Welfare, Government of India, appointed a National Committee under the chairmanship of Dr P D Shukla, with the following terms of reference

(1) To suggest practical steps to be taken for the implementation of the uniform pattern of 10+2+3 for the school and college classes in all States and Union Territories of the country

(2) To estimate the cost of implementing the programme

Introduction of the 10+2+3 Pattern

On the recommendations of the Education Commission 1964 66 and in accordance with the Resolution on National Policy on Education (1968) the Central Advisory Board adopted a resolution in its meeting held in November 1974 recommending the introduction of the 10+2+3 pattern of education all over the country during the Fifth Plan period The Resolution followed widespread consultation with several bodies and other concerned agencies throughout the country By 1980, this pattern had been introduced in 15 States and 8 Union Territories The States of Haryana Himachal Pradesh Madhya Pradesh Meghalaya Punjab Rajasthan and Uttar Pradesh have also accepted the new pattern in principle

Objectives of the 10+2+3 Pattern

The new pattern envisaged that by providing work experience and vocational courses education will be linked with productivity It will prepare students for entry in gainful employment after completing higher secondary education It was expected that students will not rush for university degrees It aimed at making students more mature and knowledgeable It was intended to avoid specialisation at an early age

Salient Features of the 10+2+3 Pattern

1 Ten-year common course The pattern envisages a common course of general education for all students at this stage There is an undifferentiated course of general education for all without any diversification of courses The main emphasis has been on providing a wide spectrum of knowledge relevant to life and to develop different aspects of personality especially at the secondary stage comprising classes IX and X Courses at this stage include the following subjects

(i) Science (ii) Mathematics (iii) Languages, (iv) Social Studies including History Civics Geography, Economics and Commerce, (v) Two Languages (vi) Work Experience, (vii) Health and Physical Education and (viii) Additional Language—Optional

2 Higher secondary education (Classes XI and XII) A broad based general education at the secondary stage to be followed by two years of diversified and vocational education will have 2 types of courses i e Academic and Vocational

It was visualized by the Education Commission (1964 66) that at the end of the ten years of school education a proportion of students would step off the school system and enter working life (about 40 per cent) some more would step off the stream of general education and enter vocational courses whose duration would be one to three years (about 30 per cent) and the remaining would continue further in the stream of general education whose duration will be one and ultimately two years

Main Characteristics of the 10+2+3 Pattern

1 It envisages 10 years of schooling with common and undifferentiated courses in classes IX and X

2 It provides for 12 years of Higher Secondary Education in place of the 11 years, the usual school pattern

3 The first degree course to be of three years after 12 years of schooling

4 The first degree to be attainable after 15 years of education

5 It provides for the compulsory of teaching of science mathematics social studies two languages work experiences

6 It provides for various vocational courses in classes XI and XII

7 It provides for two levels of courses in some subjects

8 It provides for specialization after 10 years of schooling

9 It provides for a core course in classes XI and XII

Merits of the System

1 **Education and productivity** The major thrust in the 10+2+3 pattern has been towards linking education with productivity by means of providing useful work experience and vocational courses These courses have been made both intensive and extensive so that the students may acquire necessary practical skills and knowledge suited to vocation It is hoped that these courses would help them become better employable and self productive

2 **Strengthening national unity** The uniformity of educational structure in all parts of the country is expected to generate a feeling of oneness among the students

3 **Specialization at the appropriate time** Modern research findings in the field of education point out that streaming of pupils into specialized groups from Class IX is undesirable The new pattern will provide reasonable opportunities at the appropriate time to the students to take decisions about the particular stream to be studied by them after a terminal term

4 **Implementation of the national programmes of school improvement** The introduction of a uniform pattern of education is likely to facilitate the implementation of educational programmes like production of suitable textbooks and teaching material, reforms in evaluation and training of teachers

5 **Raising the standard of education** It is hoped that under the new pattern indiscriminate rush to universities may be stemmed and places in colleges will be utilized by the deserving students only who are best fitted for higher education

6 **Education for employment** The new pattern will greatly help in preparing students for entry in the market after completing the higher secondary education The position is comparatively less advantageous after Class XI when one is below the prescribed minimum age (generally 18) or does not warrant enough maturity for employment In the old pattern it became rather necessary for the students to enter a college for getting a degree as they could not get employment because of their ineligibility due to age Thus there was unnecessary rush for admission in colleges

7 **Inter-state adjustment** Uniformity of structure will facilitate the education of the mobile population which is gradually increasing in the country

8 **Mature students** The introduction of general education in Classes IX and X and the increase in the duration of higher secondary education from 11 to 12 years will make students more mature and knowledgeable

9 **Upgrading the first degree** It is generally observed that no advanced country in the world honours a young man with the award of a first degree in less than 15 years of preparation and hard work This is the primary reason that graduates from India are not considered equivalent to graduates in many countries of the world

Limitations and Demerits of the System

1 The scheme of 14 subjects for the students of 14 years of age seems burdensome

2 Contents of the curriculum are too heavy

3 It does not provide for separate courses for students of varying abilities and interests

4 Such crafts work experiences have been provided which do not suit the vicinity of the school or the locality

5 Very little time is left for extracurricular activities because of the heavy load of the curricular work

6 It adds to the financial burden of the parents by asking them to support their children for one year more

7 Materials and equipments required for work experience and vocationalization of education were not made available to the students Scheme was put to gear under the starving conditions

8 Modern mathematics which has been made compulsory to the students in new pattern is disliked by majority of the students

9 The curriculum has very little relevance to the life situations

10 Since the new pattern does not envisage any failure the students and the teachers are not likely to make more efforts

11 It is likely to lower the standard in various subjects An example will make this point very clear—a student now studying in Class XI and taking up commerce would have studied only 2 periods in Class IX and X whereas in the old pattern he used to study for about 16 periods In the old pattern a student would have studied commerce for about 24 periods in Classes IX X XI whereas now in four years *i e* Classes IX X XI and XII he would be studying commerce for about 18 periods only This implies that after studying commerce for four years in the new pattern *i e* in Class IX XII a student would not have gained the same knowledge as he would have gained in the old pattern by studying commerce for 3 years This would mean that as far as the question of specialization is concerned the new pattern certainly puts the student at a disadvantage Thus it may be stated that from the specialization point of view 10+2 would be less than the previous 8+3

12 Adequate steps for linking the Work experience and voca

tional subjects with the requirements of trade, industry, commerce, agriculture etc have not been taken

13 In many cases laboratories, workshops and libraries have not been provided to meet the new requirements

15 Adequate provision has not been made for providing and training suitable teachers for work experience

16 Work experience has been defined as participation in productive work in school, in a workshop in a factory, on a farm etc but in implementation, by and large its linking with the productivity is conspicuously absent

17 Implementation of the new pattern has created many administrative problems Many teachers in some subjects have become surplus and ways and means are being found out to utilize their services by training them into related subjects of their specialization Thus a situation has arisen in which there are surplus teachers in some subjects and in others a shortage has been felt

18 Examination results under the new pattern have been found to be very discouraging

19 It puts very heavy financial burdens on the exchequer of the Central and State Governments

20 The number of students taking up vocational courses is far below our expectations This indicates that the scheme has not been successful in serving one of the important objectives of educational reform in the country

21 The scheme was intended to introduce uniformity in the system of education in the country but by leaving it to State Governments, it is likely to defeat this objective

GENERAL OBSERVATIONS

New Educational Pattern—Revolutionary Implications

A publication of a State Department contains the following observations Never before either in the past or during the contemporary period has there been a more relevant and realistic step in the field of education than the introduction of the 10+2+3 pattern It has a lot of merit promise and potential Those incapable of appreciating new reform have raised their eyebrows But the new pattern of education has such strong credentials and its sweep so wide ranging productive and positive that its results are bound to please the votaries as well as critics The thrust of the new pattern is an honest attempt not only to improve the standard of education but also to make it employment oriented '

'The new pattern of education according to the same publication "will give a new complexion (a new meaning) a new purpose The new pattern in fact admirably fits into two fundamental objectives--national integration and social purpose

The new pattern is seen as a nappy marr age between education and vocational skills which will now go hand in hand

The new pattern of education is the culmination of the labours and wisdom of several committees conferences and commissions

Critics of the Pattern

The critics point out that it was not a wise step to accept this pattern without ensuring provision for adequate facilities

The critics argue that nowhere in the world such a large scale programme of educational reforms was undertaken without any try out

Is the New Pattern A Fraud, A Fad or A Fallacy?

New pattern is a fraud Some critics regard the new pattern of education and its implementation as a fraud They argue that we have failed to provide necessary equipment apparatus and other material for the introduction of science and work experience in the schools The new pattern has been introduced in name only in a large number of educational institutions Basic system of education was introduced overnight by changing the nomenclature of schools into Basic Similarly the new pattern has been introduced Very little attention has been paid in selecting schools

Books and teaching learning materials could not be made available in time with the result that there was lot of frustration in the educational circles as well as public in general

Necessary training could not be provided to the teachers for equipping them adequately to face the new challenges In many cases schools have been upgraded on political considerations rather than academic ones

New pattern is a fad According to some critics it is erroneous to think that uniformity in educational standards can be achieved merely by prescribing a uniform system of education in the country It is a fad because it is envisaged that by teaching science and mathematics compulsorily to the students we would be able to develop scientific spirit and att tude among them Here it may not be forgotten that there are a large number of school going children who have no aptitude or inclination for learning science and mathematics They therefore argue that why they should be forced to read those sub-

jects in which they are least interested There seems to be a good deal of weight in their argument that the time, money and energy they are required to devote for learning science and mathematics could very well be utilized in learning those subjects in which they are keenly interested Thus according to these critics the new pattern defeats the fundamental and vital principle of education that education should be in accordance with 3A's, *i e*, Aim, Ability and Aptitude

The new pattern is a fallacy The opponents of the new pattern state that it is a fallacy to assume that by adding one year at the school stage, we would be turning out more mature students from our educational institutions It is a fallacy to think that addition of subjects is very essential for developing individuals as socially efficient On the other hand, additional subjects overburden the students

It is felt that we have attempted to include something of everything with the result that the students feel confused

Conclusion

The new system has been in vouge in some of the States for about 2 to 4 years and a stage has now come when we must give a fresh look to this new pattern Searching enquiries have to be made at various levels to find out as to what extent we have been successful in reaping the benefits of the new pattern The most important factor in the implementation of the new pattern was the introduction of Science and Mathematics, Work Experience and Vocational Courses A glance at the implementation on the pattern reveals that we have failed to provide the facilities needed for it successful implementation The critics of the new pattern argue that it was a great blunder on the part of the educationists to accept this new system of education They point out that no where in the world such a large scale programme of reforms has ever been taken up without any try-out on some areas The USSR introduced a new scheme of National Reforms in education after experimenting on a large scale Many practising teachers and experts were associated with these experiments and a fair trial was given

The education system which was meant for the children of the country was never discussed with them The parents were never consulted while introducing the 10+2+3 pattern of education We all know that educational system must meet the needs and as pirations of the students for whom it is a service After all it is the student community who is the consumer of the educational institutions and it must be convinced that the courses of study and various curricular and co-curricular programmes which they are expected to follow are

really very beneficial to them It is common knowledge that during the last 2 years we have never tried to find out the reactions and responses of the students It would be very worthwhile if students are asked to express their views openly about their experiences of the new system Sometime elders forget that the children can understand better though they consider them devoid of any insight Students have their own views on certain aspects They are thinking beings It is not fair on our part to think that we can do as we like with the children

Problems in the Implementation of the New Pattern of Education

Problems in the implementation of the New Pattern of Education may be categorized under 13 Heads

1 Problems related to provision of equipment and apparatus
2 Problems related to up grading of schools
3 Problems related to reorientation and training of teachers
4 Problems related to work experience
5 Problems related to heavy load upon students
6 Problems related to selection of suitable courses by the students
7 Problems related to preparation and production of suitable books and teaching and learning material
8 Problems related to vocational education
9 Problems related to determination of equivalence of degree/diplomas
10 Problems related to cooperation with various agencies
11 Problems related to reorganization of Administrative and Supervisory machinery
12 Problems related to Evaluation and Research
13 Miscellaneous Problems

1 **Problems related to provision of equipment and apparatus** (*a*) As Science has been made compulsory under the New Pattern Physics Chemistry and Biology will be taught separately It is therefore very essential that necessary provision for adequate equipment and laboratory apparatus is made in all the schools

(*b*) Schools located in backward areas lack accommodation and equipment even for the teaching of Humanities Provision of suitable buildings in such schools will pose a major problem

(*c*) Even in urban institutions UNICFF Aided Science Equipments are not being properly utilized Ways and means will have to be found for making these schools science oriented

2 **Problems related to the upgrading of schools** (*a*) Some

insitutions will have to be downgraded and others upgraded as a result of the introduction of this scheme This requires the develop ment of suitable norms for upgrading the schools

(*b*) Since only one school under the new pattern will be upgraded at each Block Headquarter proper hostel facilities, especially for girls will have to be provided in such schools Provision for addi tional building and staff will have to be made

3 **Problems related to reorientation and training of teachers** (*a*) The introduction of the new scheme has created enormous problems of training of teachers Suitable measures will have to be adopted speedily for equipping the teachers for shouldering the new responsibility imposed upon them by the introduction of new subject

(*b*) At present a large number of teachers are not in a position to teach effectively subjects of General Science and Mathematics even at the middle stage It will be very difficult for them to teach in the light of the new courses This might result in having poor grasp of the subject matter by the students Refresher courses in the subject matter content will have to be organized on a large scale for such teachers

4 **Problems related to work experience** (*a*) First requisite *for the introduction of work experience in a school is a proper orien*tation of the teachers all heads of institutions and supervisors

(*b*) While selecting an item of work experience it should be ensured that it is interesting as well as challenging and that it contains some novelty for the students The work experience selected should have the potential to impart to the pupils adequate skill for the pro duction of some socially useful article

(*c*) While planning a programme of work experience it would be advisable if the manufacturers farmers and parents are consulted

(*d*) The work experience and vocational education in schools tied with 40 minutes period would not produce the desired results Work experience needs continuous work for at least two hours a day We may therefore, have to impart work experience beyond 8 periods *either in a factory or on the farm or in the market*

(*e*) We will have to decide the problem of procuring raw material and using waste material

(*f*) There may be some difficulty in organizing work experience in schools running in 2 shifts

5 **Problems related to heavy load upon students** (*a*) The scheme of 14 subjects for the students of 14 years of age appears burdensome and as such it needs reconsideration

(*b*) So far as general education is concerned the number of subjects

has been increased while the time allocated had decreased There is every possibility that this may lead to a fall in educational standard in the institutions It is therefore suggested that some suitable method must be evolved to raise the standard

6 **Problems regarding selection of suitable courses by the students** (*a*) Usually no scientific method is used for selecting candidates for a particular course This is likely to bring frustration to the students in case selection had not been made in accordance with the ability and aptitude of the students It is, therefore suggested that a comprehensive programme of educational and vocational guidance should be planned in the upgraded schools

(*b*) Although the scheme is likely to reduce the pressure on the University yet it is feared that it may not increase the number of employment seekers at the middle level Even a slight mistake in selecting trade or work experience can create enormous unemployment problems

7 **Problem related to preparation and production of suitable books and teaching and learning material** In the beginning we will be faced with the problem of getting suitable books not only for academic subjects but also for vocational subjects We may, therefore think of the possibilities of making such books available before the start of the academic session It is also equally important to publish suitable guides for teachers

8 **Problems related to vocational education** (*a*) For making the Vocational Programme a success a proper directional machinery will have to be created not only at the National level but also at the State level

(*b*) More and more opportunities may be given to the students to visit the I T I s Polytechnics and other centres of Vocational Education

(*c*) The Instructors from the I T I s may be invited to help and cooperate with teachers of work experience in order to raise quality of instruction imparted by the work experience teachers

9 **Problems related to determination of equivalence of degree/diplomas** (*a*) It is not clear as to what will be the fate of the students who come out of schools after receiving training in a vocation at the +2 stage Necessary steps will be needed for determining the equivalence of the diplomas awarded under the +2 scheme

(*b*) There should be proper arrangement for higher education for those students who wish to go in for it after two year vocational course

(*c*) No person holding certificate or diploma of recognized institution can be a good trainer in a vocation (there may be some exceptions) Only bonafide vocational experts can impart vocational education Ways and means will have to be devised so that such trained vocational experts come forward for working in our educational institutions

(*d*) Proper qualifications will have to be prescribed for work experience teachers

10 **Problems related to cooperation with various agencies** (*a*) In case it is not possible to establish workshops in schools, we will have to seek the cooperation of the factory owners banks, companies etc along with the services of the trained personnel working in these organizations

(*b*) Proper coordination needs to be established between educational and vocational service offered by the higher secondary schools and Employment Exchanges

11 **Problems related to reorganization of administrative aud supervisory machinery** (*a*) The existing State level machinery for inspection, supervision and direction will need to be strengthened suitably in order to meet the special requirements of the vocational stream

(*b*) While separate Directorates for higher secondary and vocational education may continue, but their work at the secretariat level be the responsibility of the same Secretary

12 **Problems related to evaluation aad research** (*a*) Evaluation tools will have to be developed for assessing the achievement of objectives not only in every subject but also in every school under the new pattern

(*b*) So far no survey has been conducted to assess the reaction of the students who are directly involved in the 10+2 scheme It is very imperative that suitable techniques of educational research are evolved and used to find out the reactions not only of the students who are studying under the new pattern but also a comparative study may be made by finding out the views of those students who have studied under the old pattern

(*c*) Similarly the reactions of the parents and the teachers regarding implementation and utility of the new scheme may also be ascertained

13 **Miscellaneous problems** (*a*) Even with all the Industrial Development for the country 80% of the population will remain dependent on agriculture In the past it has been noticed that ev in rural areas, students are not attracted towards occupations wh

are very near to agriculture This is a very serious problem and in case the present curriculum of the schools especially in the rural areas does not conform to the needs of the rural areas, all energy is likely to go waste

(*b*) Adequate provision will have to be made for a system of easy loan to help technically trained students to set up their own industry and business

(*c*) A list of good schools in the new pattern may be prepared and officials of other States be deputed to see the work of such institutions

(*d*) It is seen that some time even highly qualified engineers hesitate to start their own work Therefore it is doubtful how a young man after only two years of vocational training will be able to become an entrepreneur

(*e*) The possession of a degree will have to be delinked with the entry into various services

(*f*) There is an immediate need to recast the curriculum of teachers training colleges

(*g*) It has been generally observed that there is no proper co ordination between the educational administrators and the officials of the Finance Department of the State with the result that there is an undue delay in getting financial sanctions for the requisite staff, equipment etc Suitable ways and means will have to be devised so that the officials of the Finance Department appreciate the significance of educational reforms in their real perspective and shed their traditional attitude of putting unnecessary obstacles in clearing schemes of educational reforms

(*h*) Systematic and scientific measures will have to be adopted to dovetail the 2 year higher secondary education with three years of college education

Chapter 12

ISHWAR BHAI PATEL REVIEW COMMITTEE

(July November 1977)

The Education Minister appointed the Review Committee under the Chairmanship of Dr Ishwar Bhai Patel, Ex Vice Chancellor Gujarat University to review the syllabuses and Textbooks prepared bv the NCERT for 10+2 pattern of School Education

Term of Reference of the Review Committee

1 To review the stage wise and subject wise objectives identified in the NCERT *document 'The Curriculum for the 10-year School*

2 To scrutinize the NCERT syllabuses and textbooks in the light of the review as per (1) above

3 To scrutinize the scheme of studies as given in the said document and examine whether any suitable modifications in either the scheme of studies or the time table or both should be made and to propose suitable staffing pattern

4 ' To review the present scheme of studies and the time allocated for various subjects with a view to ensure that

(i) ' the institution/teacher has adequate time for experimentation creative work remedial instruction etc

(*ii*) 'To accommodate the needs of the bright child for advanced level courses, the specific interest and aptitude or the lack of it in children in only certain subject areas keeping in view the national goals of development and objectives of education "

Background of the Appointment of the Review Committee

With the formation of the Janata Government in March 1977 the Education Minister appointed this Committee The Education Minister had received many letters and comments from different sources regarding the introduction and the implementation of the new pattern of education The Education Minister desired to have a review of the new pattern

In the 1968 National Policy Resolution it was outlined th^ the Government of India will make a review of the scheme every five years It wa^ also envisaged that other recommendations of the

Kothari Commission as well as various guidelines issued for implementation of the recommendations would also be reviewed Since no such review had been done so far it was considered very appropriate to have this review The Standing Committee of the Central Advisory Board of Education had expressed grave doubts in that there was not enough allocation for education in the Fifth Plan and the Committee felt that the state of affairs might possibly be worsened at the end of the Plan

The Kothari Commission had not recommended that education should be placed on the Concurrent List but with the 42nd Amendment of the Constitution education was placed on the Concurrent List The Janata Government wanted to consider legal and educational aspect of the issue

Major Recommendations of the Review Committee

1 **Formal and non formal arrangement for education** The learning system should be organized through formal and non formal arrangements—some institutional some partly personal—and that the institutional arrangements should not be so rigid as to exclude those learners who wish to make use of them

2 **Flexibility of the curriculum** Linked with such flexible arrangements within the learning system the content of learning must also be flexible and arranged so as to suit the needs of individual learners of groups

The curriculum too must be capable of catering to the requirements of a wide range of learners and learning circumstances

3 **Minimal core** The curriculum has to be built round local situations though there must be a core of basic content for comparability of educational attainment and the acquisition of further skills and knowledge This core should be minimal

4 **Work education** The principles of Basic Education as evolved by Mahatma Gandhi and accepted in the Kothari Commission Report with the stress on work education need to find a central place in the educational system

5 **Various sources of learning** The classroom is not the only place or source from which children learn The environment and society are also sources from which children acquire attitudes and knowledge Educational programmes must be so arranged that all these factors are fully utilized and hence rigid uniformity of educational programmes is neither desirable nor sound

6 **Socially useful productive work** We also prefer the term Socially Useful Productive Work to that of Work Experience as it

is not only more expressive but it focusses attention on the practical aspect of this area of education

7 **Increased allocation of time** In order to implement socially useful productive work effectively the Review Committee has recom mended more time As against about 3 hours for middle and second ary classes recommended by the NCERT framework the Review Committee recommends about 6 hours *i e*, the double time

8 **Educational structure** (*i*) Primary classes I-IV/V (*ii*) Middle classes IV/V to VII/VIII (*iii*) Secondary classes VIII/IX to X

The scheme envisages flexibility in view of the different existing schemes in the States

9 **Less instructional hours** 2½ to 3 hours of formal instruction is sufficient for classes I IV/V

10 **No rigid time table in classes I-IV/V** At this stage a rigid distribution of time into class periods is educationally unsound

11 **Textbooks** Except in the case of language there is no need for textbook for languages one book in Mathematics and one for Environmental Studies are sufficient

12 **Teachers guide books and teaching aids** Teacher s guide books and teaching aids are necessary and these should cover the whole range of activities for all classes and that in the preparation of guide books principle of correlation should be the basis

13 **Ban on home work in classes I-IV/V** One of the most unethical educational practices at present is giving children un limited home work A child works four to five hours in school and is then faced with the prospect of two to three hours of homework Thus a child is a prisoner either in the four walls of the school or in his house for the greater part of the day A majority of children are, therefore unable to take part in activities that make life joyful

We are therefore constrained to condemn the practice of prescrib ing home work and we call for a complete ban on home work from classes I to IV/V

14 **Self study** Arrangement for self study will be more beneficial as it can be done under the supervision of teachers

15 **No rigid academic year** The school session should be scheduled according to local needs in view of the facts that more than 80 per cent of the primary schools are in rural areas

16 **Alternative courses in mathematics and science** It is necessary that courses in these subjects should be so framed that they take into consideration the availability of teachers the needs of children and in addition in science the extent of laboratory facilities

and apparatus available Therefore, alternative courses are recommended

17 **Alternatives and not higher or lower courses** We would however, stress that the alternatives in mathematics and science must be considered alternatives and not higher or lower courses

18 **History, civics and geography** We are of the view that one area in which the present scheme is over loaded is 'social studies or social science

The Committee therefore recommends the inclusion of courses in history civics and geography and excludes subjects like economics commerce and psychology

19 **Syllabus frames** We believe that there is an advantage in not giving detailed courses of studies as they will not be immediately operable The advantage is that the Education Departments Examining Boards and Schools will have an opportunity of studying the main topics and then deciding the details of the content in relation to their particular needs and in keeping with the facilities available

20 **Freedom to develop textbooks** We recommend that NCERT should concentrate on the production of instructional material and that State Governments Examination Boards schools and other educational agencies must be given freedom to adapt and develop this material to suit their particular need

21 **Multiple entry** We wish to reiterate that opportunities through formal and non formal educational arrangements must be made so that drop outs are enabled to re enter the stream of education without any difficulty at any stage

22 **Staffing pattern** We do not propose to suggest any formula as the constraints of finance and availability of teachers are important variables which make the application of a single formula generally impracticable

We suggest two principles to appraise the needs of each area separately and where the teaching conditions are most difficult, to provide extra teachers and provide also the best available teachers

23 **Experimentation on creative work, remedial instruction** We feel that if teaching conditions are made even reasonably congenial creative and experimental work will develop and thrive and individual attention and remedial work will follow

24 **Funds on priority basis** Funds must be collected on a priority basis

Merits of the Recommendations

1 **Scheme based on the principles of basic education as enunciated by Gandhiji** The Committee has very rightly given a central place to the socially useful productive work in the curriculum at all stages of school education and has also suggested that the contents of the academic subjects should be related to it as far as possible This curricular area is aimed at providing children with opportunities of participating in the social and economic activities inside and outside the classroom enabling them to understand scientific principles and processes involved in different types of work and in the setting in which they are found in the physical and social environment This topic has been dealt with exhaustively and intensively A full chapter has been devoted to explain the aims methods etc of socially useful productive work and its educational implications

2 **Education related to life** Adequate emphasis has been laid on making the knowledge as relevant to life as possible by weaving the content around day to day experiences Wherever possible, application of knowledge has also been stressed to assist the students solve their simple day to day problems Attempts have been made to make the knowledge functional and more relevant to the surroundings the students live in The courses are comprehensive in coverage and acquaint the students with the essential details of the fundamentals to build a suitable base for the future course of action Stress has been on recent scientific technological social and economic developments in sciences and social sciences To broaden the outlook a study of developments in other parts of the world too has been put in proper perspective

3 **Flexibility of the curriculum** The Committee has recommended very flexible approach in different areas of school education The Committee has suggested that curriculum and syllabus planning *should take into consideration local needs different cultural elements* resources and facilities available and the background and ability of the children

Flexibility may be observed in respect of the following

(1) Subjects
(2) Examination
(3) School Entry and Exit
(4) Vacations
(5) School timings

4 **Provision for alternative courses** The Committee has observed that the curriculum must be capable of catering to the require-

ments of a wide range of learners and learning circumstances For achieving this objective it has suggested alternative courses in Mathematics and Science This recommendation provides a sense of great relief to a vast section of the student population who is not very much interested in these two subjects Under the proposed scheme of studies they may choose light courses

5 **Deletion of courses** There was a general complaint that courses under the new pattern were very heavy and the students were overburdened The students had to face a lot of agony due to the crushing weight of a large number of compulsory subjects All possible efforts have been made to eliminate the dead wood from the contents of the curriculum At the same time important developments in the respective areas have been incorporated

Demerits of the Recommendations

1 **Composition of the Committee** The Committee was dominated by members associated with Secondary and Higher Secondary Education Perhaps there was none who could represent Primary Education

Out of about 150 members of the various sub committees only 3 or 4 represented Primary Education

Heavy representation was given to the Public Schools Out of 30 members 3 represented this group

2 **Working of the Review Committee** The Review Committee did not try to assess the views of the students who have received or are receiving education under the new pattern of education This would have provided real valuable and meaningful information to the members of the Review Committee for formulating their recommendations It is felt that this important aspect usually does not receive the due attention of the educationists Questionnaires on the various aspects of the new scheme should have been administered not only to the students but also their parents Interviews should also have been held to find out the reactions of these two categories who are vitally connected with education It is high time that agencies like the NCERT and State Institutes of Education should conduct Action Research on the various issues concerning the worthwhileness and implementation of the scheme Objective assessment based on scientific and reliable data is absolutely essential

3 **Flexibility and fluidity** Two important notes in Chapter 2 deserve a critical study

(i) The scheme for classes VIII/IX X is illustrative only and State/ Examination Board may decide to make some subjects compulsory

and the others elective

(ii) In the Public Examination at the end of Class X, the number of subjects for external evaluation should not exceed seven

The following questions may be raised

(1) Is there any compulsory academic subject other than language in the scheme of study in classes IX and X?

(2) How many subjects a student should study?

(3) How many compulsory subjects a student should study?

(4) How many elective subjects a student should study?

(5) What will be the minimum number of subjects for external evaluation in the Public Examination at the end of Class X

Recommendations seem to be silent on these points It appears the Review Committee has an implicit faith in the dictum Silence is gold It is very difficult to visualize the implications of these two notes

These two notes give an impression that the Review Committee wants the policy of laissez faire These two notes may mean anything or everything

4 **Scope of terms of reference** In Chapter 4 Review Committee has observed "we wish to make it clear that our endeavour has been to remove major weaknesses remedy defects, adjust imbalances and give a new emphasis to certain areas of educational activities so that the year pattern of school education should function effectively' From this it is quite evident that the Review Committee was merely concerned with Curriculum for the 10 year School and the problems relating to it It would have been better to get 10+2 scheme reviewed by a Single Committee This perhaps would have resulted in the formulation of an effective and integral plan of educational reconstruction catering to the needs of the millions of students

5 **Problems relating to establishment of farms and workshops** Introduction of the Socially Useful Productive Work envisages the establishment of at least one farm/workshop in every school which will place heavy demands on available accommodation in the school provision for adequate raw materials and appliances and the supply of suitable teachers for providing effective and appropriate training and guidance to the students It is not clear how such problems will be solved

6 **Financial implications of the scheme** It is really very much surprising that the Review Committee which suggested the introduction of socially useful productive work to form an integral part of school curriculum has not gone into the details of the finan-

cial implications of the scheme If past experience is any guide, our schemes have not been successful because of our unrealistic approach in financial matters However ideal a programme it cannot be implemented without the provision of adequate finance

Chapter 13

ADISESHIAH REPORT OR PLUS 2 NATIONAL REVIEW COMMITTEE

APPOINTMENT OF THE NATIONAL REVIEW COMMITTEE

In October 1977, the then Union Education Minister, Dr P C Chunder, in his capacity as President of the NCERT, appointed a National Review Committee under the Chairmanship of Dr Malcolm S Adiseshiah the then Vice Chancellor, University of Madras to review the curriculum of the +2 stage of school education with special reference to Vocationalization of education The Committee submitted its report in February 1978

Terms of Reference

The terms of reference of the National Review Committee for the Plus two curriculum were as follows

(*i*) To review the NCERT s Document Higher Secondary Education and its Vocationalisation ' and to suggest modification therein, if any

(*ii*) To study the syllabi and courses of the CBSE and a few State Boards with special reference to a few selected vocations and to recommend appropriate syllabi

(*iii*) To recommend a plan of action for introduction of vocationalisation of the Secondary/Higher Secondary Stage

It was further desired that the Committee in formulating its recommendations may also keep in mind the need for providing vertical mobility to students completing the +2 stage with Vocational courses and recommend ways and means for promoting such mobility

The Need for Review

Three important considerations The documents entitled *Higher Secondary Education and its Vocationalization* published by the NCERT in September 1976 contained many important and forward looking features such as flexibility in the choice of vocation

determining vocations with reference to a district or a group of districts need for district wise survey of economic activities and potentials and consequent opportunities of work, micro-planning at the district level and assessment of manpower needs, special attention to be given to raising the facilities and quality of life in the rural areas provision for guidance and counselling for careers and courses to the students etc which required rethinking

2 Review was also needed in the light of the Report of the Ishwar Bhai Patel Committee on 10 year school curriculum

3 The National goals and priorities that have been formulated for the country s development for the coming Sixth Plan had to be taken into account in this exercise relating to higher secondary stage of education

Major Recommendations

Major recommandations of the Report may be listed as under

1 **Work-based learning** Learning must be based on work either through what the Ishwar Bhai Patel Committee calls socially useful productive work or through vocationalised courses

2 **Agriculture-oriented vocational courses** Vocational courses should be in agricultural and related rural occupational areas and in managerial commercial health and para medical vocations and not through opening vocational courses at this level in the manufacturing industrial and engineering occupations

3 **Flexible streaming** There should be no rigid streaming of courses into the General Education and Vocationalised Educational Spectrums Each school should be allowed to offer such General Education and Vocationalised Courses in accordance with the facilities available and the demand in the region

4 **Two spectrums of the higher secondary stage** The Higher Secondary Stage should comprise of a General Education Spectrum and a Vocational Spectrum

5 **Curriculum** The curriculum should be so structured that the courses lend themselves to imparting instruction in terms of well connected modules to enable the students to choose and combine them according to their needs

6 **Suitable text books** In order to impart instruction in vocational courses in agricultural and related subjects books be written on a priority basis to suit local conditions and made available to the schools In some general education and commercial subjects where textbooks produced in other countries are suitable these books may be adapted and translated in Indian languages

7 **Semester pattern and credit system** In some States where the Universities have already adopted the semester system the same may also be introduced in classes XI and XII The other States may study the experiences of the States which have already introduced the semester system and take suitable steps for the orientation of teachers and preparation of modules of learning and textbook for adopting the semester pattern, at a later and appropriate time

8 **Counselling and placement** As vocationalization is extended Counselling and Placement Officers be appointed in clustres of 3 or 4 schools, particularly in rural areas to start with

9 **Teachers for vocational courses** At the start there should not be insistence on post graduate qualification in respect of teachers of vocational courses What is needed is means of developing the required skills and competencies in particular vocations and for this services of persons who have had actual experience of on the-job may be fruitfully utilised to teach vocational courses Part time teachers may also be appointed wherever necessary

10 **Pre-service and in service training of teachers** Both pre service and in service teacher education should be so organised as to bring about the proposed changes at this stage of education The Universities, the Teachers Training Colleges State Councils of Educational Research and Training (SCERTs) State Institutes of Education State Institutes of Science Education, NCERT Boards of Secondary Education Agricultural Universities institutions like ICAR and all others who are engaged in the preparation of orientation of teachers should be actively involved in this task

11 **Vocational survey** With regard to the offering of vocationalised courses in rural or urban schools a vocational survey of the area—metropolitan block, taluk, district or State—be undertaken, such surveys being done even in cases where the vocational courses have started

12 **Location of schools in the rural sector** In the selection of schools it is recommended that the location of schools in the rural sector be given priority Since little or no vocationalised education facilities are readily available for rural students, it is recommended that all the new schools should be constructed in rural areas and should be adequately equipped

13 **Use of available facilities** To economise on the financial investment on infrastructural facilities it is recommended that the spare capacity in all these schools be used and the enrolment be increased through running double shifts wherever it is feasible and whenever further demands for technical skills and competencies

arise in neighbourhood including as necessary (adding) new courses and strengthening the existing facilities

14 **Apprenticeship facilities** Apprenticeship facilities should be extended to all the students who complete education in vocational streams if they desire to benefit from such training

15 **Recruitment policy** The recruitment po' ~v of the government as well as public sector organizations should be revised and job requirements should replace the university degrees as essential qualifications Vocationally qualified persons should be preferred to graduates and be entitled to the pay scales available to the graduates as long as the job performed are the same or similar Also such persons should be eligible for the higher positions in the ladder either on the basis of departmental tests or improvement of qualifications through correspondence or evening courses or block time training

16 **Verticle mobility** The apprenticeship and recruitment policy are part of a package recommended to improve the prospects of the majority of those who enter the plus 2 stage and terminate their formal schooling after acquiring some vocational skills

17 **Organisation of national council of vocational education** One of the most important pre requisite for the successful implementation of the vocational spectrum of the plus 2 stage is to bring about cooperation and co ordination for the purposes of employment and recognition among all agencies and departments of the government Such co ordination will also economise on our scarce financial resources by preventing repl cation of efforts in various departments offering vocational education and making a well planned effort possible to achieve the National goals more effectively and cheaply A National Council of Vocational Education should be set up and all the agencies such as the Indian Council of Agricultural Research All India Council for Technical Education the Nursing Council the Dental Council the Pharmacy Council and the National Council for Training in Vocational Trades should be members of this apex body

18 **State council for vocational education** At the State level State Councils for Vocational Education be created to perform similar functions under the general guidance of the National Council of Vocational Education

19 **Local support** The programme of vocationalisation of education requires constant support of local community and other agencies Agencies such as Panchayat Unions Agricultural and Rural Cooperatives the Small Scale Industries Corporation Khadi

and Village Industry Commission local branches of Nationalised and other banks Financial Corporations Krishi Vigyan Kendras and various voluntary organisations, help in identification of vocations and in training of pupils and teachers of vocational courses as also in training for entrepreneurship, provisions of loans and credit facilities marketing of product and services

20 **Evaluation of the programme** It is not only adequate planning and preparation but also a continuous process of evaluation of the programme that is necessary for the success of the plus 2 stage and its vocationalisation sector There should be an in built machinery for such evaluation of the programme at various levels *i e* the National, the State and the local and appropriate follow up action taken

21 **Financial resources** (1) No large scale of ambitious expenditure be incurred on equipment, unless it is ascertained that it will be needed for a long period and even so not in the area of manufacturing, industrial or engineering skills which are left to existing vocation/technical education institutions

(2) In fact with the short term emphasis in the report on agriculture managerial and health and para medical vocations attempts should first be made to identify and exploit locally available resources

(3) In view of the immense stakes in the programme of vocationalisation and in the interest of national economic development and social transformation, some additional resources will be needed Any expenditure on vocationalisation should be considered as a national investment for the future Where necessary provision for additional financial resources must, therefore be made ungrudgingly Such an expenditure will generate new capabilities in the human wealth of our country, which will in its turn return the investment multiplied over the years

Curriculum of Higher Secondary Education

The Review Committee has suggested two broad learning components of the Higher Secondary stage These have been termed as

(*i*) The General Education Spectrum

(*ii*) The Vocationalized Spectrum

(*i*) **The general education spectrum** According to the Committee the General Education Spectrum of the Higher Secondary School is for the general information of the person and personality through learning centred around languages socially useful productive work and a combination of the starting phases of natural

or human science disciplines Its aim is essentially to prepare the students for university education in the arts or sciences or for professional studies This is the bridge facet of the plus 2 stage This is also the phase of the educational system in which there is a built in continuity with the past the main innovation being learning acquired from socially useful productive work

The course pattern of the general education spectrum The Committee has recommended as

Course	Time distribution
1 Language(s)	15%
2 Socially useful productive work	15%
3 Electives (three)	70%

It is recognised that this general scheme must be applied with a certain amount of flexibility allowing individual States and Territories and even individual schools to adopt the courses and the distribution of time to local conditions and pedagogic perceptions

(ii) **The vocationalized spectrum** The Committee observes that the Vocationalised Spectrum of the Higher Secondary Schools is learning of skill or a range of skills through study of technologies related sciences and farm or other practical work This vocationalized training must be distinguished from technical/vocational education imparted in the I T I s technical high schools agricultural or industrial polytechnics where a certain level of skill as craftsman or technician or extension agent is aimed at and attained The Vocationalised Spectrum that is referred to embraces in the UNESCO language those aspects of the educational process involving in addition to general education the study of technologies and related sciences and acquisition of practical skills aptitudes understanding and knowledge relating to occupations in the various sectors of economic and social life Such an education would be an integral part of general education and a means of preparing for an occupational field and an aspect of continuing education This spectrum refers back to the terminal character of formal schooling that it represents for 50 per cent of its entrants

Since the content and scope of vocationalization must be in conformity with national goals and the specific needs of the local community at every given point of time the vocationalization of higher secondary education recommended aims for the next five years at increasing the employment potential of the people through education for self employment with emphasis on agricultural and related occupations including tiny small cottage and agro industries and through preparation for specific competencies in different vocations

The vocationalised course pattern The Committee has recommended that the pattern of the course and the allocation of time for the Vocationalized Spectrum be

Course	Time Allocation
1 Language(s)	15%
2 General foundation course	15%
3 Elective vocational subjects	70%

General foundation course The objectives of the course are to enable the student to

1 become aware of the need for rural development and self-employment,

2 understand the place of agriculture in the national economy,

3 develop skills and managerial abilities to run small scale and cottage industires

4 gain insight into the problems of unemployment underemployment and economic backwardness of India

Two parts of the general foundation course The course is meant to be taught for 2 years 4 to 5 hours per week

Part *A* of the course is common to all vocations From Part *B*, the unit most related to the particular vocation may be chosen

Part A This includes five heads (1) Gandhian concept of education (2) Agriculture in the national economy, (3) Rural develop ment (4) Problems of urban slums and (5) Health hygiene and sanitation

Part B Any one of the 9 sections to be chosen (1) Small scale and cottage industries, (2) Entrepreneurship (3) Co operation and credit facilities (4) Marketing, (5) Sales promotion (6) Unemployment underemployment and man power utilisation in India, (7) Human relations (8) General exposure to world trends and changes, and (9) Environmental protection and development

Elective Vocational Subjects

These are to be selected from among the following groups

1 Agricultural and related vocations (15 in all)
2 Business and office management (8)
3 Para medical (13)
4 Educational service (9)
5 Local body and other services (4)
6 Journalism (2)
7 Home science related vocations (6)
8 Other general services (7)

Merits of the Recommendations

1 **Learning to do** The report has been aptly entitled 'Learning To Do—Towards a Learning and Working Society' The scheme proposed by the National Review Committee (78) admirably fits into the economic and social programme of the Government with its emphasis on agriculture and rural oriented educational programmes The Committee has specially recommended that location of schools in the rural sector be given priority

2 **Learning to be based on work** Mr Malcolm S Adiseshiah, the Chairman of the Review Committee in his letter of transmittal to the Minister of Education and Social Welfare has stated, 'the central finding of the Committee is that Learning must be based on Work either through what the Ishwar Bhai Committee calls Socially Useful Productive Work which has been woven into the general education course proposed in the report or through the vocationalized courses that we have recommended This recommendation fully meets the needs of the present situation

3 **General education course in place of 'Academic Course** The Review Committee has very rightly used the term General Education and eschewed the term Academic Course because of its peculiar connotations

4 **Vocational courses to be agriculture oriented** The Review Committee has given special attention to the fact that India is by and large a rural country and accordingly agriculture and rural based vocational courses have been recommended The Chairman of the Review Committee has highlighted the importance of this aspect in these words

For the immediate future i e for the 6th Plan the vocational courses to be offered at the Higher Secondary level should be in agricultural and related rural occupational areas and in managerial, commercial health and para medical vocations and not through opening vocational courses at this level in the manufacturing, industrial and engineering occupations Given the larger scale unemployment of the product of the I T Is and to a lesser extent of the Polytechnics and Engineering Colleges as set forth in official reports these offerings at the +2 stage are not needed There was also the need for this stage of education to conform to the National Priority to Agriculture rural development and adult literacy that had been sadly neglected to-date by the formal school system In fact we recommend opening or locating of higher secondary schools in rural areas with vocational courses in agriculture and related occupations partly to make for this lacunae '

5 **Flexibility** The recommendations of the Review Committee provide for a flexible approach to the provision of various courses It has been recognised that General Scheme must be applied with certain amount of flexibility, allowing individual States and Territories and even individual schools to adapt the courses and distribution of time to local conditions and pedagogic perceptions

6 **Need for sufficient preparation in vocational courses** S Adiseshiah, in his letter of transmittal has observed, "A final consideration that I would like to bring to your attention is our plea for careful preparation to ensure that the many facets of the reform of Higher Secondary Education are thought through planned for and provided against as the country s stakes in this educational stage are high One problem here is that almost all States as well as the central agencies have already launched on the plus 2 stage Hence for most agencies the recommendations in this report will have to be used as guide posts and lead points to review what has been embarked upon, and make such corrections and changes in the future as they may deem necessary and appropriate In fact such a system of continuous evaluation should be built into our entire educational system and for this steps should be undertaken by the Central and State Boards and the National and State Vocational Councils of Education that have been recommended To err may be human but to persist in it is inhuman

7 **Realistic recruitment policy** We fully endorse the recommendation of the Review Committee that job requirements should replace the university degrees as essential qualification There is a great weight in the argument that vocationally qualified persons should be preferred to graduates and be entitled to the pay scales available to the graduates as long as the jobs performed are the same or similar

8 **A comprehensive document** The report has given a critical analysis of the situation and has suggested valuable guidelines for embarking upon a countrywide programme of vocationalization of higher secondary education The magnitude of the problem has been outlined scientifically and statistically Many valuable suggestions have been given for popularising vocational courses

Demerits of the Recommendations

1 **'Learning to be and not learning to do'** The very title of the report suggests a restrictive function of education The title of the present report taken from the title of the International Report Learning to be suggests that the primary function of education is doing and not making 'a man or a woman In other words the title

gives the impression that a man merely exists for bread and butte and he has very little regard for higher values of life It is true tha by laying emphasis on 'doing' the report has highlighted the specia need for vocationalization But the report suggests that education is meant for the satisfaction of the needs of an 'Economic Man' It may be stressed that the aim of education is the complete fulfilment of man in all the richness of his personality, the complexity of his forms of family and of a community citizen and producer, inventor of techniques and creative dreamer

2 **Financial implications of the scheme** The National Review Committee like the earlier Ishwar Bhai Patel Committee has failed to work out the implications of the introduction of the vocational courses and the socially useful productive work in educational institutions It is an irony of fate that our educational experts usually indulge in platitudinous talk and ignore financial matters with the result that our reports remain on paper It must always be remembered that however an ideal a programme it cannot be implemented without the establishment of farms/workshops in a large number of schools It also requires enormous raw material and appliances and appropriate training and guidance to the students One fails to appreciate as to how these problems are to be solved Generalised recommendations do not cut much ice

3 **Defective method of working of the National Review Committee** It appears that the Review Committee has based its recommendations on discussions carried on in closed doors It has not made its recommendations on any scientific and adequate data It has also not tried to assess the views of the students and their parents Questionnaires on the various aspects of the vocationalization of education should have been administered not only to the students and their parents but also to various other persons connected with educational reform Interviews should also have been held with different categories of persons It must be borne in mind that an objective assessment based on scientific and reliable data is absolutely essential It is high time that educational organisations like NCERT and SIE conduct action research on the various issues concerning the worthwhileness and implementation of the new courses

4 **Vocational courses side by side with academic courses** So far our experience has been that vocational courses provided in the institutions imparting General Education have not given the desired results Perhaps a second thought is needed on the issue whether it is not uneconomical to provide for vocational courses in the institutions meant for General Education It is also to be experi

mented if by expanding facilities in the Polytechnics and Vocational Schools we can train personnel for the middle level occupations For example if we glance through the vocational courses we find teacher training as one of the courses It is very doubtful if the products of the higher secondary schools in this area can compare with the teachers training colleges which specialise in this field and which have the requisite facilities Similar may be the case with many other vocational courses This is not to dispute the neccessity of vocation alization of Higher Secondary Education Vocationalization of higher secondary education is something on which all are agreed but there appears to be very little consensus on the How and When' of it It is true that there can be no perfect model for the entire country However the moot point is—Are our schools which have been primarily designed for catering to General Education capable of providing adequate facilities for the vocationalization of higher secondary education? Indications are already available in the direction

5 **Absence of any mention of terms like egalitarian** It is very much intriguing that the terms like socialism secularism, democracy and egalitarian do not find any place in the report under reference Similar is the case with values like moral and spiritual training which are conspicuous by their absence

6 **Undue emphasis on the principle of international sharing** Perhaps there was no need to devote a paragraph to stress the importance of this principle

7 **Involvement of students in adult literacy programmes** It is very doubtful if the students can be effectively involved in running functional literacy programmes in the villages or urban slums of their neighbourhood

8 **Composition of the review committee** Of the twenty seven members thirteen belonged to Delhi and one may be tempted to remark that it is a Delhi Based Report and not an All India Report Representatives of the private sector engaged in trade and industry were not associated with the committee There were four representatives of the Public School System and none from the schools catering to Academic or General Education Similarly rural schools were not adequately represented The committee was almost a 'man s world' There were only two female members against 25 males

9 **Too much stress on flexibility** It is felt that it is very dangerous to go on harping on the flexibility of the pattern of education, curriculum and the contents of the various courses We must bear in mind that excess of everything is bad Flexibility must always be within limits There is every possibility that flexibility may result

in the emergence of the classical policy of 'laissez faire' which will be hardly conducive to national and emotional integration Flexibility may mean anything and everything

10 **Plus 2 stage** It is very difficult to agree with this recommendation of the National Review Committee (1978) There appears to be no need of introducing 'U P W' in the General Education Course at the plus 2 stage in view of this being a stage of diversification and specialisation Moreover students of classes XI and XII would have got adequate experience in this area during their secondary education *i e* classes IX and X The entire time at the plus 2 stage should be utilised for the electives and languages

Problems for Implementation

The situation as is prevailing today indicates that response to the introduction of vocational courses at the higher secondary stage in higher secondary schools has not been encouraging The number of students opting for these courses as stated earlier is very meagre Some of the important problems are as under

1 **Problems related to selection of suitable courses by the students** Usually no scientific method is used for selecting candidates for a particular course with the result that students fail to choose courses in accordance with their abilities and aptitudes This causes frustration to the students on several occasions It is therefore suggested that a comprehensive programme of educational and vocational guidance should be organised in all the higher secondary schools and specially those providing vocational courses

2 **Reservations** It is only just that for some time reservation of at least 20 per cent of seats in prestigeous courses may be made for students who have been deprived of suitable educational opportunities

3 **Admission tests** In the case of reserved as well as non reserved seats there should be admission tests amongst candidates who are considered eligible The tests themselves need not be too elaborate running into several papers for a number of days they may consist of one or two suitable papers of two hours duration

4 **Guidance and counselling** It is obvious that higher secondary institutions will have to provide guidance and counselling for careers and courses to the students both at the point of entry and at the end of semesters

5 **Choice of vocations surveys** A survey of activities of the districts would lead to the kind of vocations which are likely to have relevance and to the identification of numbers which would be

needed

6 **District and state vocational committees** District and state vocational committees having representatives of productive activities and services trade and commerce, administration planning and educational institutions would be most useful not only in deciding upon the vocations for which facilities should be provided from year to year, but also in deciding on the content of the vocational courses and more than this the manner of facilitating training in these vocations by the cooperative participation of the above mentioned agencies

7 **Opportunities for on-the-job training** On the job training would be a must in almost all the vocations and the school time-table would have to be so designed as to meet this situation

8 ***Adoption of higher secondary school*** Through proper legislation, the government could consider involving large public undertakings and workshops, such as those belonging to the railways to take positive steps to adopt higher secondary schools for teaching and training in certain fields so that the costs of vocationalization do not mount, at least in part, owing to the duplication of facilities The laboratories and workshops of these institutions should be made available during the vacations and during holidays

Needless to say that vocational programmes in most cases will have to be run by sharing the facilities of professional institutions also, besides part time staff It is in a sense a partnership programme between education and other sectors of the economy and the services between the school and the factory or the farm

9 **Problems related to further training** One of the main drawbacks of the present vocational courses is that there is little opportunity for the students to further improve their qualifications and competencies in suitable higher vocational institutions If such opportunities are assured them from the very beginning they will not hesitate to go for the vocational courses

10 **Problems related to administration and supervision of vocational education** For making the vocational programme a success, a proper directional and supervisory machinery will have to be created at various levels

11 **Problems related to evaluation** Suitable evaluation tools will have to be developed immediately to assess the performance of the students in the vocational courses Subjective element will have to be reduced to the minimum

12 **Problems related to reorientation and training** The introduction of vocational courses has created enormous problems of

training of teachers As a matter of fact only bonafide vocational experts can impart vocational education effectively Ways and means will have to be devised so that such trained vocational experts come forward for working in our educational institutions Proper qualifications will have to be prescribed for teachers teaching vocational subjects

Suitable measures will have to be adopted speedily for equipping the teachers for shouldering the new responsibilities imposed upon them by the introduction of vocational subjects

The instructors from the I T I s may be invited to assist the teachers in order to raise quality of instruction imparted by them

The teachers training colleges and departments are required to recast their curriculum so that it is in accordance with the new requirements

13 **Problems related to the determination of equivalence of diplomas/certificates and degrees** A student will not go in for a vocational course unless he is sure that a particular course will lead him to a specific job This points to the need of a more centralised system for identifying the courses which are acceptable to the organised sector and whose equivalence is already determined

Similarly proper arrangements will have to be made for those students who wish to go in for higher education after completing a two-year vocational course

14 **Problems related to research** So far we have been guided by the subjective opinion of a few educational experts who dominate and whose opinions carry considerable weight Our educational programmes by and large have not been based or try outs and surveys It is very much surprising that no authentic survey has been conducted to assess the reactions of the students who are directly involved in the new scheme of secondary and higher secondary education It is very imperative that suitable techniques of educational research are evolved and used to find out the reactions not only of the students who are studying under the new pattern but also of their parents and teachers This would provide pragmatic guidelines to us for formulating schemes of educational reforms

15 **Easy loans** Adequate provision will have to be made for a system of easy loans so that vocationally trained students are motivated to set up their own business

16 **Preparation of a list of good schools** A list of good schools doing useful work in the field of vocational education at the higher secondary stage may be prepared and teachers principals and others connected with vocational education deputed [illegible] the worl

of such institutions

17 **Co ordination with the finance department** It has generally been observed that there is no proper co ordination between the educational administrators and the officials of the Finance Department of the states with the result that there is an undue delay in getting financial sanctions for the requisite staff equipment etc Suitable ways and means will have to be devised so that the officials of the Finance Department appreciate the urgency and significance of educational reforms in their real perspective and shed their traditional attitude of putting unnecessary obstacles in clearing schemes of educational reforms

Chapter 14

PUBLIC SCHOOLS

British Origin

The year 1440 saw the birth of the first public school Eton (England) It became the model for many others that followed Despite these schools being independent of governmental control, and selective in their admission they were known as ' Public Schools They served the needs of the male members of the royalty and the aristocracy and carefully guarded their autonomy in internal matters The Industrial Revolution created a new class of rich people of humbler origin, namely the commercial class and the sons of this class flocked to the public schools It is only recently that boys from the middle classes have started joining these schools

In India the Chiefs Colleges formed the nucleus for the development of public schools There was time when princes who joined these schools were accompanied by retainers and ' mausahebs ' In the case of prince of Kotah a special village was set up to accommodate a two hundred strong retinue

The system of public schools largely reserved for those who have the capacity to pay high fees was transplanted in India by the British administrators for educating their children

Types of Public Schools

There are four types of public schools (1) Schools which were once intended for European and Anglo Indian children These schools were established at Simla and Darjeeling

(2) Schools which were once meant for the princely families, Mayo College, Ajmer Raj Kumar colleges at Rajpur and Raipur come under this category

(3) Schools which once catered to the needs of children of military personnel Lawrence schools at Sanawar and Lovedale may be placed in this category

(4) Schools which have been started by public trust or individuals for the education of the children of the well to-do class The Delhi Public School and the Delhi Modern School come under this type

Characteristics of a Public School

According to the Indian Public Schools Conference, a public school should satisfy the following conditions

(*a*) It is intended mainly for Indian boys

(*b*) It accepts the general principle that a boy otherwise suitable shall not be excluded from admission on the ground that he does or does not belong to any particular class or creed

(*c*) It accepts the general principle that all boys admitted shall be treated alike and to this end will arrange that all boys shall join a common mess and will not allow any boarder to have a private guardian, tutor or servant, or to live anywhere else except in one of the school boarding houses

(*d*) It has an effective governing body, the meetings of which the Headmaster has the right to attend

(*e*) It is financially stable and is required to send actually a copy of its audited balance sheet and statement of accounts to the Honorary Secretary of the Conference

(*f*) It provides adequate salaries and satisfactory conditions of service for members of its staff

(*g*) It possesses adequate buildings, equipment and playing fields

(*h*) It provides a course of study extending over at least five academic years beyond the age of 11

(*i*) It regularly prepares and enters a reasonable number of candidates for a public examination of the standard of the Cambridge School Certificate and provides facilities for education beyond this stage

(*j*) It gives boys opportunities for social service and training in leadership and responsibility

(*k*) It provides regular organised games and physical training for all boys

(*l*) It gives adequate attention to and provides equipment for out of school work other than games

(*m*) It provides for adequate medical inspection and remedial treatment

Equality of Opportunity in Public School

The following quotation from John Sargent s Preface to the Indian Public School book illustrates this "A democracy if it is both to survive and to succeed, must be based on the widest provision of educational facilities for all its members and not for a few only similarly it must be on the lookout to recruit its leaders from every class of community and not from one or two alone Democracy

authority structure supported by the Prefectorial System This is a structure that accentuates the personality cult—not only of the principal but also of adolescent prefects who come to be glorified, idealised and invested with superpowers at a stage in life when they are experiencing their most sensitive problems of growing up In a public school where life is formal, where emotion is always repressed where the stiff upper lip is the most respected public posture where freedom is a four letter word—the prefects are the guardians of morality, it is they who deal at the grass root level with problems of loyalty between individuals lying and stealing bullying and intimidating, friendship and homosexuality The entire grass root world of 'evil' for the public school headmaster and his colleagues—a world either left to the adolescent prefects or dealt with through vigorous forms of punishment

Medieval values "Changing the language of these schools without upsetting their medieval value system will achieve little It is their value system that needs upsetting a system based on the divine right of the leader within the school hierarchy—leaders always nominated never chosen by the community Leader in uniform engaged in a perpetual salute to authority engaged in perpetual deference to the stages of power derived from the principal who derives his own powers over the kingdom of the young from governing boys invariably composed of money spinning business men"

Expensive and authoritarian The public schools are expensive, they are authoritarian, their system is too competitive and their aim too conventional—they are schools that produce delicately mannered suavely or modely dressed conforming young men and women who become faithful defenders of the status quo

A significant contribution Principal H L Dutt of the Colvin Taluqdars college pointed out the following features of the public schools in an article in *The Hindustan Times* dated 21 May 1972

Contribution to public life The public school boy I hope, does his best in the walk of life he enters He may or may not succeed But considering the very small number of public schools in the country their contribution in all fields is significant Their products are scientists doctors, teachers artists, social workers members of legislatures ministers and what have you After all boys are boys and we in public school hope that we equip our boys to play a useful part in society One must always remember that human nature aspires to move up and it reckons its movement upwards in the light of its own abilities and aspirations

Better Teachers and Better Students

"A teacher in a public school must not be one who has taken to teaching as a last resort If he is to give of his best he must have faith in his profession and take to it because he has a natural aptitude for it

Because of the better atmosphere in a public school a teacher finds it more conducive to his calling and takes more interest in his work The boy is proud of his school because of what it has done for him and he is grateful and loyal to his old school

' This feeling which he expresses in his better personality is unfortunately denounced as snobbery I suppose if one is proud of one's country one is liable to being mistaken for a snob by such critics

Dr Zakir Husain on the useful role of public schools in India Speaking at the Thirtieth Session of the Indian Public Schools Conference held at the Modern School New Delhi, in February 1968 he observed I would like the institutions which belong to this Conference to be distinct by three important features namely (1) all India character and significant contribution to national integration (2) progressive outlook and leadership in educational experimentation, and (3) Maintenance of good standards

Dr Zakir Husain remarked, The Public Schools in India which now include Sainik Schools also have a number of commendable features They all strive to impart good education and to maintain standards Their emphasis is on providing an all round education which, in addition to usual curriculum of general education includes a welcome emphasis on the development of skills in using hands in art education and especially on physical education games and sports They are all well-equipped with adequate buildings and playground which are large enough to allow about half the enrolment to be on the playfield at the same time They give good salaries to teacher and maintain a good teacher pupil ratio The authority of their headmasters is respected and well maintained I regard them as a group of good institutions of quality I also attach great significance to their being an all India group with close relationships between themselves and I value their all India character as most of them get students from several parts of the country

Future of public school The situation in the country has changed very rapidly during the last twenty years and will undergo very great changes in the years ahead The public schools cannot remain unaffected in the changing social environment For their development and even for their survival they will have to move with the times and for this purpose two major steps are necessary The

first is that the public schools must strive to become a part of the national system of education and contribute to its development rather than stand out in a glorified but ivory tower isolation '

"While people generally appreciate the good features of the public schools we must also understand that there are certain weaknesses in the existing system which invite comment criticism and even hostility Quality of education is a very desirable goal no doubt But it should not be too exclusive too costly and too closely allied to privilege It is these aspects of your institutions that, in my opinion, deserve close consideration at your hands'

Removal of exclusiveness Let me first take the point about exclusiveness The number of your members is very small at present about 40 It is also growing very slowly May I suggest, for your consideration that you might think of a policy of enlarging your membership? I do not suggest that you should lower standards But certainly, the number of even the finest schools in the country cannot be so small as your membership would indicate You may therefore consider whether it would not be desirable to enlarge your membership in some way or the other so that some of the best schools in the country may become your members Your membership should be open to a school teaching through any Indian language as medium The conditions of membership could be suitably modified in minor essentials so that without lowering the overall standards, it would *still be possible to bring in more first rate institutions within your* membership and thereby enlarge the sphere of your influence

Reduction in costs 'I have one suggestion to make for your consideration regarding costs I do realise that good education will cost more and that education in public schools will always remain at a much higher level than that in the common schools But I would *like this difference to be reduced to the extent possible On the one* hand, the expenditure on the common school will have to be considerably upgraded This is a task for the State to undertake On the other hand, the costs of the Public Schools will have to be reduced and this is a point for you to consider It may be possible to cut down some ostentatious expenditure which is not really relevant to the maintenance of standards But what is even more important is that desirability of admitting day scholars will have two advantages First the facilities of education in public schools will be available to a large number of families who do not desire or need to place their children in hostels Secondly, the cost per student will go down considerably as the proportion of day scholars increases This is a *reform which is long overdue and I commend it for your consi-*

so-called public schools, they have "no valid place in the new democratic and socialistic society we desire to create"

Further, the Commission has pointed out that recently the so-called public schools have come in for strong criticism in England itself and it is not unlikely that a radical change may be initiated to make them more democratic

The Commission has emphasised that India must move towards the goal of a common school system which will be open to all children irrespective of caste, creed, community, religion, economic condition or social status where access to good education will depend not on wealth or class but on talent and in which no tuition fee will be charged

One of the ways suggested by the Commission for the easy adoption of the common school system is the "neighbourhood school' concept under which all children without exception must go to the nearest school

Compulsory social and national service for all students has been recommended by the Commission as an antidote to the ' temptation to become a parasit cal group living for itself and perpetuating its own priviledged position

The Union Education Minister, S B Chavan on Public School

The Minister, speaking on the progressive schools conference held on February 28, 1981 made the following observations

' Progressive schools, whatever form they take, play a very vital role in the educational development of the country Apart from insisting on quality instruction, their programmes provide for, through the provision of hobby workshops, participation in games and sports etc , an all round development of a child s personality

By their example and what is more important, by extending their assistance to other institutions they can become pace setters in bringing about educational change An important and distinctive feature of these schools is freedom and flexibility Unfettered often by departmental regulations, they experiment and innovate They often have the needed resources for them The important role that these schools play needs to be recognised and given encouragement There are, however, certain aspects of the educational scene where their contribution to social goodness could become more meaningful '

The Education Minister advised the progressive schools to give *due attention to the following aspects*

1 **Priority to social problems** Academic excellence is an impor-

tant objective of these schools and the achievement of this objective needs to be strengthened It can, however, be only one of the goals that these schools—in fact all schools—should endeavour to achieve Concern with social problems, like population and its adverse effects on the quality of life, environmental pollution, mass poverty etc are also important areas which need attention from our educational institutions The student community needs to be sensitised to these and other problems of national life After all, it is the new generation on which will fall the burden of making creative responses to these and other significant priority These are wider national problems which must receive priority attention from each individual and institution There are also important educational problems which need to be attended in particular by institutions which have the means to deal with them effectively

2 **Education of the economically disadvantaged sections** An important goal of our educational policy is to increase people's access to education In spite of the efforts made and expansion that has taken place in the educational provisions many areas and segments of the population continue to remain outside the reach of our educational institutions All these areas and segments are socially underprivileged and economically disadvantaged The time has come when we must consider measures which will promote education among these groups and areas This is a social responsibility which each one of us must face squarely and deal with to the best of his ability

I am aware of many of the progressive schools enrolling children from the disadvantaged groups and providing to them the wherewithal for education The number of such children is however, too small to be in any way meaningful These schools have the means and given the will they can make a big dent on the problem of educating the disadvantaged

Innovations to develop programme and adoption of school The progressive schools are favourably placed in terms of resources in terms of the clientele that they serve and above all in terms of the considerable amount of freedom that they possess It is but natural to expect these schools to make constant endeavours to innovate and develop programmes and methodologies which are useful for wider adoption in the total school system This could be facilitated if the progressive schools could adopt for academic and other assistance schools which are less endowed with resources

Urgent need for introspection It seems to me that there is an urgent need for introspection on the part of the progressive schools,

a so-t of a self assessment This may help them chalk out the directions for more meaningful and relevant work in future The progressive schools must continue to be progressive '

Chapter 15

CURRICULUM RECONSTRUCTION IN INDIA

Brief History of Curriculum Reconstruction

The first major attempt in Curriculum Reconstruction in India was made in 1937 when Gandhiji propounded the idea of basic education and Dr Zakir Husain Committee elaborated the scheme of studies of basic education However much work in this direction could not be done as India was under the British rule After independence Basic System of Education was accepted as the National System of Education at the primary stage The entire instructional programme was to centre round a craft Besides craft physical and social environment were also considered to be important factors in the curriculum. Co relation of various subjects was to be achieved through craft and social and physical environment

Immediately after independence a University Education Commission was set up under the Chairmanship of Dr Radhakrishnan The Commission recommended the adoption of 3 years degree course and recommended suitable curriculum for this stage

The third step in curriculum reconstruction in India was taken with the appointment of the Secondary Education Commission 1952 53 The Commission took note of the democratic needs of free India and accordingly made recommendations for bringing about reforms in the existing curriculum at the school stage The Secondary Education Commission realised that there was a great need for providing technical education in the country and, therefore it recommended multipurpose schools The Commission also made recommendations regarding the duration of the secondary stage education The Commission thoroughly studied the prevailing curriculum and suggested far reaching changes in it A core curriculum at the Higher Secondary Stage was also recommended The recommendations of the Secondary Education Commission, by and large remained on paper only

For the first time in the educational history of the country, the Government of India decided to review the entire educational structure of the country It therefore set up the Education Commission –1964 66 which is also known as the Kothari Commission under the name of its Chairman The Kothari Commission made a detailed survey of the curriculum followed in the country It came to

the conclusion that the curriculum was inadequate, out moded and not properly designed to the needs of the modern times The Commission noticed that there was a widespread dissatisfaction with the curriculum due to tremendous explosion of knowledge in recent years *It was realised that there was a good deal of 'Useless Edu* cational Lumber' in the school courses The Commission recommended that there was an urgent need to raise up-grade and improve the school curriculum'

The Government of India considered the recommendations of the *Education Commission and adopted a National Policy on Education* in 1968 which identified National goals of education The Policy Resolution stated that the educational system must produce young men and women of character and ability committed to National service and development The following five goals were clearly mentioned

1 Relating Education to the Needs of the Society
2 Promotion of National Integration
3 Equalisation of Educational Opportunity
4 Linking Education with Productivity and National Develop ment
5 Acceleration of Social Transformation

It was thought that a new programme of curriculum development should be undertaken by the adoption of a broadly uniform pattern popularly known as 10+2+3 pattern throughout the country This pattern meant 10 years of general education followed by diversified Higher Secondary Education and then 2 or 3 years of University Education (2 years pass course and 3 years honours course)

In 1975 the NCERT published an approach paper' which out lined the salient features of the proposed model curriculum for *classes I to X There was a Nation wide consultation and ultimately,* there was the curriculum for the 10 years schools

The new pattern of education was introduced in some of the States In 1977 the Government of India appointed a Committee known as the Ishwar Bhai Patel Committee to review the working of the new *pattern and it suggested certain modifications in the scheme in the* light of its working during the previous years One of the important recommendations regarding curriculum reconstruction was the intro duction of the concept Socially Uselful Productive Work at the High School stage

In 1977 another Committee known as Plus 2 Committee under the Chairmanship of Dr Malcolm S Adiseshiah, then Vice Chancellor University of Madras was appointed to review the curriculum of the

Plus 2 stage of school education with special reference to vocationalization of education

The report of this Committee is known as "Learning to be

Curriculum Reforms in India

Against the background of the striking curricular developments that are taking place abroad the school curriculum in India will be found to be very narrowly conceived and largely out of date Education is a three fold process of imparting knowledge developing skills and inculcating proper interests attitudes and values Our schools (and also our colleges) are mostly concerned with the first part of the process—the impar ing of knowledge—and carry out even this in an unsatisfactory way The curriculum places a premium on bookish knowledge and role learning makes inadequate provision for practical activities and experience, and is dominated by examinations external and internal Moreover, as the development of useful skills and the inculcation of the right kind of interests attitudes and values are not given sufficient emphasis the curriculum becomes not only out of step with modern knowledge but also out of time with the life of the people There is thus urgent need to raise, upgrade and improve the school curriculum

Secondary Education Commission 1952-53 on Defects of the Curriculum in India

The Secondary Education Commission noticed the following criticism regarding school curriculum in India

1 The present curriculum is narrowly conceived

2 It is bookish and theoretical

3 It is overcrowded without providing rich and significant contents

4 It makes inadequate provision for practical and other kinds of activities which should reasonably find room in it if it is to educate the whole of the personality

5 It does not cater to various needs and capacities of the adolescents

6 It is dominated too much by examinations

7 It does not include technical and vocational subjects which are so necessary for training the students to take part in the industrial and economic development of the country

Secondary Education Commission 1952-53 on Curriculum Reconstruction

The Secondary Education Commission has enumerated the following principles of curriculum construction

1 **Totality of experience** According to the best modern educational thought, curriculum does not mean only the academic subjects traditionally taught in the school but it includes the totality of experiences that pupil receives through the manifold activities that go on in the school, in the classroom library, laboratory workshop, playgrounds and in the numerous informal contacts between teachers and pupils In this sense the whole of the school becomes the curriculum which can touch the life of the students at all points and help in the evolution of balanced personality

2 **Principle of variety and elasticity** There should be enough variety and elasticity in the curriculum to allow for individual differences and adaptation to individual needs and interests Any attempt to force uncongenial subjects and studies on children, unfit to take them up is bound to lead to a sense of frustration and to hinder their normal development

3 **Principle of core subjects** There should be some activities and subjects which will be common to all students There are certain broad areas of knowledge skill and appreciation with which all children must come into contact and those must find place in the curriculum

4 **Principle of linking with community life** The curriculum must be vitally and organically related to community life Curriculum should interpret for the child the salient and significant features of the community life It should give an important place to productive work which is the backbone of organised human life A general curriculum must be capable of adaptation to local needs and situations The teacher should build up in the minds of the students a lively sense of being an integral part of the local community and the local community should be enabled to realize that the school is a vital and invaluable part of its life

5 **Principle for the use of leisure** The curriculum should be designed to train the students not only for work but also for leisure For this purpose a variety of activities—social aesthetic, sports etc should find place in the school This is recommended not only to make school life pleasant and meaningful for the student here and now but also because the cultivation of varied interests and different hobbies provides excellent training for leisure which, after all forms an important and quantitatively quite large area of every indivi-

Again it is in this middle stage that the special abilities and interests of the individual child tend to crystallise and take shape In view of this, the middle school curriculum has to be an exploratory in character This will be done by providing a broad based and general curriculum and an appropriate environment in the school

Keeping in view these considerations, the Commission has suggested the broad outline of the middle school curriculum

1 Langnages,
2. Social Studies,
3 General Science,
4 Mathematics
5 Art and Music,
6 Craft, and
7 Physical Education

Languages will include the mother tongue, the natural medium of self expression or the regional languages, and the official language of the Republic *i e*, Hindi Where Hindi is the mother tongue the pupil may study another language, English is also to be provided for but not to be treated as a compulsory subject

Curriculum at the High and Higher Secondary School Stages

The Commission thinks that the following considerations should be kept in mind while constructing the curriculum

(*i*) The curriculum at the Higher Secondary Stage shduld be as far as possible framed on the basis of the abilities and interests of the students

(*ii*) Varied courses with a fairly wide latitude for choice should be provided for

(*iii*) The educational programme will not be narrowly vocational but will have a definite vocational bias

(*iv*) The curriculum should provide for certain core subjects, common to all and certain opional subjects

The curriculum, as envisaged by the Secondary Education Commission will consist of the following

A (*i*) Mother tongue or Regional language or composite course of the mother tongue and a Classical language

(*ii*) One other language to be chosen from among the following

(*a*) Hindi (for those whose mother tongue is not Hindi)

(*b*) Elementary English (for those who have not studied it in the the middle stage)

(*c*) Advanced English (for those who had studied English in the earlier stage)

dual's life

Inter-relation of subjects The curriculum should not consist of a number of isolated, uncoordinated, water tight subjects Subjects should be inter related and within each subject, the contents should so far as possible be envisaged as "broad field"

Curriculum at the Middle Stage

After discussing the Basic principles of curriculum construction, the Commission divided the schools into two main categories The first category includes Middle Schools and Senior Basic Schools, schools which cater generally for the pupils of the age group 11 to 13 The second category includes High Schools and Higher Secondary, a four year course The age range of pupils in High School will approximately be 14 to 16 and in Higher Secondary School 14 to 17

The middle or senior basic stage is a continuation of the primary (junior basic) stage Therefore, as long as middle schools exist, their course must not differ materially from the senior basic course Eventually, these schools can easily be transformed into Senior Basic Schools The main difference between the Middle School and Senior Basic School course will be in the method of approach and teaching, but the educational programme, *i e* the subjects and courses to be covered and the activities undertaken will as far as possible be similar

Again as the Middle or Senior Basic Stage is a continuation of the primary stage it is necessary to observe in framing the curriculum and planning the work for it that there is not a violent departure from the previous stage either in the contents of the curriculum or of the method

The Secondary Education Commission points out that the function of the middle school curriculum is to introduce the pupil in a general way to certain broad fields of human knowledge and interest The middle school is not the place for specialisation but the stage when a general introduction to all the broad and significant fields of know ledge can and should be given The purpose is two fold

(*i*) The child as the inheritor of the treasures of human civilization has the right to know what its main components are

(*ii*) As a result of acquiring that knowledge to choose at a later stage the particular field in which he can in his own way contribute his share to this fund of human culture

Great discrimination will be required in selecting from this vast treasure such elements as the child can understand and appreciate at this stage

Again it is in this middle stage that the special abilities and interests of the individual child tend to crystallise and take shape In view of this, the middle school curriculum has to be an exploratory in character This will be done by providing a broad based and general *curriculum and an appropriate environment in the school*

Keeping in view these considerations, the Commission has suggested the broad outline of the middle school curriculum -

1 Langnages,
2 Social Studies,
3 General Science,
4 Mathematics
5 Art and Music,
6 Craft, and
7 Physical Education

Languages will include the mother tongue, the natural medium of self expression or the regional languages, and the official language of the Republic *i e*, Hindi Where Hindi is the mother tongue the pupil may study another language English is also to be provided for but not to be treated as a compulsory subject

Curriculum at the High and Higher Secondary School Stages

The Commission thinks that the following considerations should be kept in mind while constructing the curriculum

(*i*) The curriculum at the Higher Secondary Stage shduld be, as far as possible framed on the basis of the abilities and interests of the students

(*ii*) Varied courses with a fairly wide latitude for choice should be provided for

(*iii*) The educational programme will not be narrowly vocational but will have a definite vocational bias

(*iv*) The curriculum should provide for certain core subjects, *common to all, and certain opional subjects*

The curriculum, as envisaged bv the Secondary Education Commission will consist of the following

A (*i*) Mother tongue or Regional language or composite course of the mother tongue and a Classical language

(*ii*) One other language to be chosen from among the following

(*a*) Hindi (for those whose mother tongue is not Hindi)

(*b*) Elementary English (for those who have not studied it in the the middle stage)

(*c*) Advanced English (for those who had studied English in the earlier stage)

(d) A modern Indian language (other than Hindi)
(e) A modern foreign language (other than English)
(f) A classical language
B (i) Social Studies—general course (for the first two years only)
(ii) General Science including Mathematics—general course for two years only)
C One craft to be chosen from the following list (which may be added according to needs)
(a) Spinning and weaving
(b) Wood work
(c) Metal work
(d) Gardening
(e) Tailoring
(f) Typography
(g) Workshop Practice
(h) Sewing Needle work and Embroidery
D Three subjects from one of the following groups

Group I (Humanities)
(a) A classical language or a third language from A (ii) not already taken
(b) History
(c) Geography
(d) Elements of Ecomomics and Civics
(e) Elements of Psychology and Logic
(f) Mathematics
(g) Music
(h) Domestic Science

Gooup II (Sciences)
(a) Physics
(b) Chemistry
(c) Biology
(d) Geography
(e) Mathematics
(f) Elements of Physiology and Hygiene (not to be taken with Biology)

Group III (Commercial)
(a) Commercial Practice
(b) Book keeping
(c) Commercial Geography or Elements of Economics and Civics
(d) Short hand and Type writing

Group IV (Agriculture)
(a) General Agriculture

(*b*) Animal Husbandry
(*c*) Horticulture and Gardening
(*d*) Agriculture, Chemistry and Botany

Group V (Fine Arts)
(*a*) History of Art
(*b*) Drawing and Designing
(*c*) Painting
(*d*) Modelling
(*e*) Music
(*f*) Drawing

Group VI (Home Science)
(*a*) Home Economic
(*b*) Nutrition and Cookery
(*c*) Mother Craft and Child Care
(*d*) Household Management and Home Nursing

E Besides the above a student may take at his option one additional subject from any one of the above groups irrespective of whether or not he has chosen his other options from that particular group

SCHOOL EDUCATION CURRICULUM AND THE EDUCATION COMMISSION 1952-53

Need for a radical reform of school curriculum The Commission stated

The explosion of knowledge in recent years and the reformulation of many concepts in the sciences have highlighted the inadequacy of existing school programmes and brought about a mounting pressure for a radical reform of school curriculum A unified approach should be taken to the framing of the entire school curriculum, a new definition of the content of general education and a new approach to the place of specialisation

Major Steps of Curricular Improvement

There are four major steps of curricular improvement

The Commission suggested that school curricula should be up graded by

I (*a*) Research in curriculum development undertaken by University Departments of Education, Training Colleges State Institutes of Education and Boards of School Education

(*b*) Revision of curricula based on such research

(*c*) The preparation of textbooks and teaching learning materials

(*d*) The orientation of teachers to the revised curricula through in-service education

II Schools should be given the freedom to devise and experiment with new curricula suited to their needs A lead should be given in the matter by training colleges and universities through their experimental schools

III Advanced curricula should be prepared by State Boards of School Education in all subjects and introduced in a phased manner in schools which fulfil certain conditions of staff and facilities

IV The formation of Subject Teachers Associations in the different school subjects will help to stimulate experimentation and the upgrading of curricula The State Education Departments State Institutes of Education and NCERT should help the associations in their educational activities and co ordinate their work

Organisation of the Curriculum

The Commission made the following recommendations

1 **Common curriculum for ten years** In general or non vocational schools a common curriculum of general education should be provided for the first ten years of school education and diversification of studies and specialisation should begin only at the higher secondary stage Moreover standards of attainment should be clearly defined at the end of each sub stage

2 **Curriculum at the lower primary stage** At the lower primary stage, the curriculum should be simple with reduced load of formal subjects and emphasis on language and elementary mathematics

A study of problems relating to beginning reading accompanied by a vigorous programme of improving reading instruction at the lower primary stage should receive great emphasis

At the lower secondary stage study of subjects should gain in vigour and depth

3 **Curriculum at the higher primary stage** At the higher primary stage the curriculum will broaden and deepen, teaching methods will become more systematic and standards of attainment more specific

4 **Curriculum at higehr secondary stage** At the higher secondary stage of general education courses will be diversified in such a manner as to enable pupils to study a group of any three subjects in depth with considerable freedom and elasticity in the grouping of subjects A student for example may specialise in any three subjects of the science group or in combination of subjects from the

science and the humanities In order to ensure the balanced development of the adolescent's total personality, the curriculum at this stage should provide half the time to the electives, one fourth of the time to the language and one fourth to physical education, arts and crafts and moral and spiritual education

5 **Provision for ordinary and advanced course** Wherever possible courses should be provided at two levels—ordinary and advanced—beginning with Class IX For the lower classes beginning with Class V, enrichment programmes should be provided for the talented children It may take the form of additional subject or greater depth in the same subject The programme may be done within or outside school hours or on a self study basis A beginning may be made with advanced courses in mathematics, science and languages at the lower secondary stage and in all the specialised subjects at the higher secondary stage

Special Features of Curriculum at each Sub-Stage

Lower primary stage (Classes I-V) (*a*) One language—the mother tongue or the regional language

(*b*) Mathematics

(*c*) Study of the environment (covering science and social studies in classes III and IV),

(*d*) Creative activities

(*e*) Work experience and social service

(*f*) Health education

Higher primary stage (Classes VI-VIII) (*a*) Two languages (*i*) the mother tongue or the regional language, and (*ii*) Hindi or English

Note A third language (English Hindi or the regional language) may be studied on an optional basis

(*b*) Mathematics

(*c*) Science

(*d*) Social Studies (or History Geography and Civics)

(*e*) Art

(*f*) Work experience and social service

(*g*) Physical education

(*h*) Education in Moral and Spiritual Values

***Lower secondary stage* (Classes IX-X)** (*a*) Three languages—In non Hindi speaking areas these languages will normally be (*i*) the mother tongue or the regional language (*ii*) Hindi at a higher or a lower level (*iii*) English at a higher or lower level In Hindi speaking areas they will normally be (*i*) the mother tongue or the regi... language (*ii*) English (or Hindi, if English has already been taken

the mother tongue), and (iii) a modern Indian language other than Hindi

Note A classical language may be studied in addition to the above three languages on an optional basis

(b) Mathematics
(c) Science
(d) History Geography and Civics
(e) Art
(f) Work Experience and Social Service
(g) Physical Education
(h) Education in Moral and Spiritual Values

Curriculum at the Higher Secondary Stage (XI and XII)

After the completion of the first ten years of school leading to the High School Examination the special interest and abilities of the student will have been generally formed and, with a good system of guidance of counselling he can be helped in the choice of his future career and educational course An extensive and varied programme of vocational education should be provided at this stage 50 per cent of those who wish to continue their studies beyond class X are expected to take up full time or part time vocational courses and 50 per cent will be in courses of general education The latter type of courses will be diversified to enable the students to select for special study a group of any three subjects based on the work already done at the lower secondary stage As in the existing higher secondary scheme the primary object of the new diversification is to provide opportunities in the last two years of schooling for the development of the special academic interests of the students

Subject Areas in the Higher Secondary Courses (Classes XI and XII) The existing one year higher secondary course will soon have to be reorganised to cover a two year period The whole question of the higher secondary curriculum will have to be carefully examined and the details worked out by an expert body consisting of representatives of the university, State Boards of School Education and State Departments of Education

(1) Any two languages including any modern Indian language and any classical language

(2) Any three subjects from the following
(a) An additional language
(b) History
(c) Geography
(d) Economics

(*e*) Logic
(*f*) Psychology
(*g*) Sociology
(*h*) Art
(*i*) Physics
(*j*) Chemistry
(*k*) Mathematics
(*l*) Biology
(*m*) Geology
(*n*) Home Science
(3) Work Experience and Social Service
(4) Physical Education
(5) Art or Craft
(6) Education in Moral and Spiritual Values

DELHI SECONDARY SCHOOL EXAMINATION, 1982
SCHEME OF STUDIES
FOR
CLASSES IX & X

(*To be Effective from Class IX of Academic Session 1980-81*)

1 **Subjects of Study**

The following are the subjects of study for classes IX and X under the 10 year pattern of School Education

(1) & (2) Two Languages out of

Hindi English Assamese Bengali, Gujarati Kannada Marathi Malayalam Manipuri Oriya Punjabi Sindhi Tamil Telugu Urdu Sanskrit French German, Russian Arabic Persian Nepali Portuguese and Tibetan (Please also refer to notes (*i*) (*ii*) & (*iii*) on the following page)

(3) Mathematics
(4) Science
(5) Social Science
(6) Socially Useful Productive Work and Community Service
(7) Physical and Health Education/Music/Dance/Painting

Additional Subjects

In addition to above subjects a student may offer one additional subject (not compulsory) from out of the following

(*a*) Any one language from the given list other than the two offered under the compulsory group

(*b*) Economics

(c) Commerce
(d) Home Science

Value Education

It is expected that students should have undergone course/activities aimed at moral and spiritual values The schools may draw up their own programme for the purpose but this will not be subject to examination

SENIOR SCHOOL CERTIFICATE EXAMINATION, 1982, SCHEME OF STUDIES FOR CLASSES XI and XII
(To be Effective from Class XI of Academic Session 1980 81)
Prescribed by Central Board of Secondary Examination

A **Subjects for Study**

I Compulsory Group

1 Language (Core) One of the following

English Hindi Assamese Bengali Gujarati Kannada Marathi Malayalam Manipuri Oriya Punjabi Sindhi, Tamil Telugu Urdu Sanskrit Arabic Persian French German Nepali Portuguese Russian Tibetan—One Paper 100 Marks each

Note Some Universities/Institutes require passing in two languages compulsory for admissions to their higher courses One more language therefore can be offered as an additional language This language should however be different from the one offered under this Group as a ompulsory requirement

2 Socially Useful Productive Work/General Foundation Course

II Elective Group

At least three from the following

(a) *General Education Course*

1 One of the languages mentioned above under the Compulsory Group at elective level

The Syllabuses in this Group will be different from the ones for core language

2 Economics
3 Political Science
4 Geography
5 History
6 Sociology
7 Psychology
8 Philosophy
9 Mathematics
10 Physics

11 Chemistry
12 Biology
13 Engineering Drawing
14 Commerce
15 Accountancy
16 Home Science
17 Fine Arts
(*i*) Painting
(*ii*) Graphic/
(*iii*) Sculpture
18 Applied Arts Commercial Art
19 Music
20 Dance
21 Agriculture
22 Physical Education
23 Insurance
(*b*) *Voca ional Course*

Notes

1 It is desirable that language offered under the Elective Group is different from the ones offered under the Compul ory Group The Board however will have no objection if the same language is offered under both the groups

2 In place of a language (Co e) a student may offer a language (Elective) as a compulsory language In that event also the student will have the freedom to opt for another language under the elective group

3 A student can offer all the elective subjects from the General Education Course or the Vocational Course or a Combination of Subjects from the two provided all the papers in a given Vocational Course are offered

4 In addition to 3 elective subjects or a vocational course a student may offer upto two additional subjects if he so wishes

5 If a student has taken up subjects which are predominantly vocational he will have to offer General Foundation Course subject to the condition that if he takes two or more general education subjects he will have to offer socially useful productive work in its place

6 The candidates having physical deformity or otherwise unable to take SUPW shall have to offer another elective subject in lieu of SUPW with the approval of the Board Request for such permission should be supported by a documentary evidence like Medical Certificate from a Medical Officer not below the rank of an Asstt Surgeon in the case of illness etc

Note It is essential to offer all the papers given under the course.

SENIOR SCHOOL CERTIFICATE EXAMINATION, 1982
(*To be Effective for Class XI of the Academic Session 1980 81*)
Prescribed by the Central Board of Secondary Education, New Delhi

Vocational Courses for Classes XI and XII

A *Commerce Group*

(i) General Foundation Course

(ii) Upto three courses add two additional subjects

1 Office Management and Secretarial Practice

2 Accountancy and Auditing

3 Typewriting English/Hindi

4 Stenography English/Hindi

5 Marketing and Salesmanship

6 Purchasing and Store Keeping

B *Engineering Group*

General Foundation Course

7 Basic Electrical Technology

I Paper—Electric Circuits

II Paper—Electric Machines

III Paper—Domestic Appliances

8 Basic Electronic Technology

I Paper—Electric Circuits

II Paper—Basic Circuits

III Paper—Principles of Television Technology

9 Air Conditioning and Refrigeration Technology

I Paper—Refrigeration

II Paper—Air Conditioning

III Paper—Maintenance Servicing and Control

C *Home Science Group*

General Foundation Course

10 Nutrition and Food Preparation

I Paper—Basic and Applied Nutrition

II Paper—Institutional Food Management

III Paper—Food Preparation

11 Textiles and Designs

General Foundation Course

(For Textiles and Designs)

(a) Private Group

I Paper—Designing

II Paper—Textile Craft

III Paper—Printing

(b) Weaving Group

I Paper—Design

II Paper—Textile Craft

III Paper—Weaving

12 Dress Designing

General Foundation Course (Relevant to Dress Designing and Making)

I Paper Designing
II Paper—Drafting and Pattern Cutting
III Paper—Cutting and Tailoring

D *Agriculture Group*

13 Marine Fisheries
General Foundation Course (Relevant to the Course)
I Paper—Salt water Culture (Class XI) Processing Technology (Class XII)
II Paper—Marine Prawn Culture (Class XI) By Product Technology (Class XII)
III Paper—Molluscan Culture (Class XI) Fishing Technology (Class XII)

Chapter 16

VOCATIONALISATION OF EDUCATION

Basic Education, Craft Education, Learning To Do, Socially Useful Productive Work, Vocationalisation of Education, World Experience World of Work—all these concepts by and large, connote the same idea i e, education should be related to productivity The present system of education derives its origin to Macaulay who simply wanted to produce an army of clerks for carrying out routine day to-day administrative work for the British rulers

It is now realised that the great need of the hour is to divert our 'Single track education of the academic type into a double track or multi track education to provide diversified vocational courses which really prepare higher secondary students for life, make our education job oriented and productive The country's education system is to be re organised in terms of job orientation work experience and development of skills and attitudes that will make for self employment rather than search for the job As Rabindranath Tagore has put it 'A man may be eminent in book learning but his education remains incomplete till he has not learnt to put his hand to good and efficient purpose Mahatma Gandhi also stressed the importance of working with head and hand together It is high time that we make our education really terminal so that a large majority of our students are prepared for and directed to different walks of life

Vocational Education (1882 to 1979)

Despite various recommendations and suggestions made from time to time by the Expert Education Committees and Education Commissions the Vocationalisation of Courses in the educational system in India has not been affected with the result that the Indian Education remains mainly academic and bookish The ratio of enrolment in educational and technical courses in high and higher secondary schools is only 5 5% in India as compared to 17% in China 24% in France 29% in Italy 59% in U S S R 65% in U K and 80% or more in Switzerland Denmark and Germany In this connection, it is of importance to note that the introduction of practical subjects in secondary schools so as to divert the students into different walks of

life was recommended as early as 1882 by the Hunter Commission. The report of Abbot Wood in 1937 advocated for a planned and systematic vocational education in this country The system of basic education as propounded by Mahatma Gandhi in 1937 made education Craft Centred The Secondary Education Commission 1952 53 recommended the establishment of multi lateral or multi purpose schools to provide for diversified courses at the secondary stage The Education Commission 1964 66 has also laid a great stress on vocationalisation of education, especially at the secondary school level to meet the needs of Industry, Agriculture and Trade The report of the Review Committee on the Curriculum, for the Ten Years School, popularly known as Ishwar Bhai Patel Committee (1977) recommended a compulsory introduction of socially useful productive work The Plus 2 Committee Report entitled Learning To Do—Towards the Learning and Working Society on Higher Secondary Education with special reference to vocationalisation, under the Chairmanship of Malcolm S Adiseshiah (1978) recommended the introduction of socially useful productive work at the school stage and also made important recommendations for the vocationalisation of the higher secondary education The report pleaded very strongly to give serious thought to the effective implementation of this very important aspect of education i e, relating education to productivity The rate of un employment has continued to increase with the rapid expansion of educational facilities The maladjustment between the supply and demand of educated persons is likely to assume unmanageable proportions unless effective steps are taken from now onwards The discontent and frustration among our educated youth is clearly visible in their very irrational acts like tearing degree certificates in the University convocation functions

Meaning of Vocationalisation

UNESCO, in its recommendation of 1974 defined it as a Comprehensive term embracing those aspects of the educational process involving in addition to general education the study of technologies and related sciences and the acquisition of practical skills, attitudes, undertaking and knowledge relating to occupations in the various sectors of economic and social life'

Merits of Vocationalisation of Education

1 **Education related to productivity** Vocational education contributes to the achievement of society's goal of self sufficiency in agriculture and industry by developing suitable skills

2 **Preparation of individuals for jobs** It prepares the individual to realize his own potential within the framework of economic development to which the individual contributes

3 **Employment potentialities** Education does not produce jobs but vocationalised education makes it more timely for an individual to get a job or to be his own master either starting a new productive activity or a service which may satisfy a felt need of the community

4 **Broadening of horizon** It leads to an understanding of the scientific and technological aspects of contemporary civilisation in such a way that they comprehend their environment critically and constructively

5 **Dignity of labour** Vocationalisation of education provides useful experience for the development of dignity of labour

6 **Maximum utilisation of the material resources of the country** Due to lack of trained technical know how our resources have remained unutilized Vocationalisation of education provides suitable opportunities

VOCATIONALISATION OF EDUCATION KOTHARI COMMISSION (1964-66)

Vocationalisation

Another programme which can bring education into closer relationship with productivity is to give a strong vocational bias to secondary education and to increase the emphasis on agricultural and technological education at the university stage This is of special significance in the Indian situation where as we have pointed out the educational system has been training young persons so far mostly for government services and the so called white collared professions The introduction of practical subjects in secondary schools so as to divert them into different walks of life was first recommended as far back as in 1882 by the Indian Education Commission But little or no effective action was taken to implement the recommendations and even today the enrolment in the vocational courses at the secondary stage is only 9 per cent of the total enrolment which is among the lowest in the world Even at the university stage vocational education (other than for law medicine or teaching) was mostly ignored throughout the last century Even as late as in 1917 the Calcutta University Commission pointed out that the great majority of University Students—about 22 000 out of 26 000—pursue purely literary courses which do not fit them for any but administrative, clerical teaching and (indirectly) legal careers About seventy years later we find that the

overall picture has improved only slightly and the proportion of students at the university stage enrolled in all courses of professional education is only 23 per cent of the total enrolment It may be briefly stated here that we visualize the future trend of school education towards a fruitful mingling of general and vocational education—general education containing some elements of pre vocational and technical education, and vocational education, in its turn, having an element of general education In the kind of society in which we will be living increasingly in the coming years a complete separation between the two will not only be undesirable but impossible We also expect a considerable expansion of professional education at the university stage, especially in agricultural and technological fields

Philosophy of Vocationalisation

The Plus 2 Committee or the Adiseshiah Report (1978) outlined the philosophy of vocationalisation as ' In a country where industrial and agricultural production is growing where the application of science and technology opens up diverse fields of activity, where commerce and trade and a large variety of public services are expanding rapidly, there must be an adequate supply of personnel for the higher administrative and professional levels, but there is a crucial middle level of manpower trained in certain specific competencies without which neither production can be increased nor services improved If health services have to function and benefit the common man the doctor alone can achieve nothing, unless the drugs and instruments are manufactured and hospital facilities established to reach every nook and corner of the country This focuses our attention on the variety and number of technical people manning the productive medical enterprises on the one hand, and a host of para-medical and technical people who make it possible for a hospital to function from those who take the X ray or conduct pathological tests to operation theatre technicians, physiotherapists, orthopaedic assistants, and so on In agriculture, commerce and the string of cultural and welfare services, this middle level personnel is of the utmost importance for the very existence of a modern society Deficiencies, either in number or in training of personnel for these vocations lead to poor maintenance of equipment material and services to frustration for the users and high infructuous costs to the country

In India although agriculture is and will remain for decades to come the mainstay of our economy we have in the past been concerned mainly with industry cum city-oriented vocations Facilities and services in rural areas have remained generally backward

the city trained doctors, engineers and even technicians do not find it sufficiently attractive to settle and serve in the rural areas Special attention, therefore, has to be given to raising the facilities and quality of life in the rural area, which implies development of particularly those vocations which have the potential of better utilization of rural agricultural resources from the servicing of tractors, tube wells or other machinery to vocations such as those based on dairy/fruit/vegetable/horticulture/medical plant/products, or those connected with rural health/educational/cultural services Therefore, in a sense vocational education has the potential of enabling us to really move towards equitable sharing of benefits of economic development towards social justice and socialism

Magnitude of the Vocationalisation

The National Review Committee has described the problem as under

' The Third all India Educational Survey reports that there are about 9 700 institutions in the country providing facilities for Higher Secondary general education of which 4 100 are catering for the rural needs and the remaining 5,600 for ' urban needs The 4 100 institutions are located in district or taluk headquarters which are themselves urban or semi urban centres Of the total population of about 68 crores of the country, about 48 crores live in the villages and the remaining 14 crores in the urban centres Yet, the rural population contributes only 6 lakhs of students to the higher secondary education while the urban population of 14 crores contributes 9 lakhs For vocational courses at this stage there are 327 polytechnics, 361 industrial training institutes, about 560 para medical schools 120 commerce schools 22 veterinary schools and 3 mining schools These will be able to absorb about 2 5 lakhs of students every year This means that for about 35 lakhs of students the vocationalised spectrum recommended earlier must make provision which is costly and difficult, unless phased over a period of 10 to 15 years

As noted earlier all the existing vocational institutions are equipped for a total enrolment of 25 lakhs the polytechnics admit annually about 400 000 students in 55 courses, at which the majority are designed for instruction for three years and some for two years of instruction The ITI s/apprenticeship programmes offer training in 53/103 trades of durations ranging from 6 months to 4 years of which about 40 trades require a pass in the 10th standard examination and provide training to about 1 lakh students Excluding a dozen courses or so, the rest are designed to cater to the need of

industry and government services, especially in Public Works and Electricity Departments The para medical and veterinary schools provide training for about 5,200 students All others such as Commerce and Home Science schools may be assumed to provide for an additional enrolment capacity of about 50,000 To economise on the financial investment on infrastructural facilities, it is recommended that the spare capacity in these schools be used and the enrolment be increased through running double shifts wherever it is feasible and wherever further demands for technical skills and competencies arise in the neighbourhood, including as necessary additional new courses and strengthening the existing facilities By this strategy it is possible not only to put the available equipment to fuller use, but also to increase the capacity to train an additional 50,000 students—about 10,000 in polytechnics, 20,000 in ITI's and 20,000 in other vocational schools

Looking at the present and the immediate future, we need about 4,000 Higher Secondary Schools to provide a variety of vocational courses of various durations from among the 9,700 Higher Secondary Schools/Intermediate Colleges/Junior Colleges to supplement the Polytechnics, ITI's and Para medical Schools and to effectively provide vocationalised education for about 50 per cent of the students who pass out High Schools if the present student enrolment continues to remain static To make adequate provision for and anticipated increase of 25% in the enrolment by 1988, an additional 1,500 schools for vocational courses will be needed, which means an addition of about 150 new schools each year commencing from 1978 Since little or no vocationalised education facilities are readily available for rural students it is again recommended that all the new schools should be constructed in rural areas and should be adequately equipped

Recommendations of the Adiseshiah Report 1978 (or Plus 2 Committee) on Vocationalisation of Education

(a) Scope of higher secondary education The Review Committee has suggested two broard learning components of the Higher Secondary stage These have been termed as

1 The General Education Spectrum
2 The Vocationalised Spectrum

(b) The vocationalised course pattern The Committee has recommended that the pattern of the course and the allocation of time for the vocationalised spectrum be

Course	Time Allocation
1 Language(s)	15%
2 General Foundation Course	15%

3 Elective Subjects 70%

(c) **General foundation course** The objectives of the course are to enable the student to

1 Become aware of the need for rural development and self employment

2 Understand the place of agriculture in the national economy

3 Develop skills and managerial abilities to run small scale and cottage industries, and

4 Gain insight into the problems of unemployment, underemployment and economic backwardness of India

Two parts of the General Foundation Course Course is meant to be taught for 2 years, 4 to 5 hours per week

Part A of the course is common to all vocations From Part 'B' the unit most related to the particular vocations may be chosen

Part A 1 Gandhian concept of education

2 Agriculture in the national economy

3 Rural development

4 Problems of urban slums

5 Health hygiene and sanitation

Part B Any one of the 9 sections to be chosen

1 Small scale and cottage industries

2 Entrepreneurship

3 Co operation and credit facilities

4 Marketing

5 Sales promotion

6 Unemployment underemployment and manpower utilisation in India

7 Human relations

8 General exposure to world and trends and changes

9 Environmental protection and development

Suggestions to Implement the Vocationalisation

1 **Vocational courses should be terminal in character** At the end of a course the students should be prepared for career or independent work The knowledge imparted should be theoretical as well as practical The courses should produce semi skilled and skilled workers for lower level and middle level requirements

2 **Vocational courses for drop-outs** In our country it is estimated that out of 100 students who join class I only 22 reach class VIII and only 16 class XII It is therefore, suggested that part time courses should be organised for these dropouts Separate courses should be devised for girls in accordance with their requirements

3 **Vocational institutions not to be regarded as dumping ground for drop outs and educationally backward pupils** It is extremely important that our attitude towards school should undergo a revolutionary change We should form right type of attitude towards drop outs, who go in for vocational institutions

4 **Part time vocational courses for self employed persons** A few central places in the district should be selected for such courses There is a great need to organise courses for the agriculturist who works on the family farm A careful study of the local needs should be made before the selection of various courses

5 **Provision for on the job training** Provision for on the job' training should be made with the help of nearby industries or enterprises, both of private and public sector

6 **Provision for further training and re training to persons opting for vocational courses** Provision for further training and re training to persons opting for vocational courses will have to be assured so that they may have the chance for advance studies and higher specialisation if they have the capacity and will to do it

7 **Training of village worker for agriculture extension programme** Short refresher courses to increase food production and to give a new outlook to agriculture be organised for such workers

8 **Compulsory introduction of work experience in all primary and secondary schools** Establishment of school complex consisting of a group of schools to provide work experience to the pupils individually as well as in groups will be very useful Proper care should be taken to see that it does not meet the fate of basic education

9 **Pre occupational education and vocational guidance** There should be provision not only to provide vocational advice but there should also be provision for aptitude and psychological testing wherever possible

10 **Placement of organised transfer from vocational schools to industries, or enterprises** A separate statewise agency should be set up for this purpose

11 **Vocational education to become people's movement** The Government may take the lead but the cooperation of the State Government as well as other non governmental agencies is very essential

12 **Provision of building equipment** Adequate building and proper equipment are essential for the implementation of any educational programme and vocational education is no exception to it A

central place in each district be selected for vocational schools with hostel accommodation

13 **Adequate preparation: more challenging task.** It will be necessary to prepare suitable textbooks and other reading material for various courses to be selected in different vocational schools

14 **Training of vocational teachers** All progressive and industrialised countries attach great importance to this training programme In India also we have to give due attention to this aspect

15 **Freeships and stipends to vocational trainees** In order to encourage more young boys and girls to take up vocational courses, freeships and stipends will be very necessary The existing Apprenticeship Scheme will have to be strengthened

16 **Very low fees for vocational courses** Vocational courses of all types should be provided without charging any fees or nominal fees at all levels

17 **Need for systematic supervision and effective administration of vocational education programmes** A separate department should be established at the State level for the administration and supervision of vocational education

18 **Study of man power needs** It is widely felt that in India the expansion of vocational and technical education should be don with caution and with full regard to the development of organised industries and needs of the society

Conclusion

Some years ago we plunged into the Scheme of Multipurpose Schools just as we had plunged into Basic Education These were not incorrect concepts, but they were not put through with sufficient care and sufficient detail before their implementation on a large scale The results Basic Education proved unpopular and was abolished Multipurpose Schools were formally recognised to be a failure They failed chiefly because we had not realised, in the first place, that the training of vocational or basic teachers is much more complex and much more expensive than its ordinary counterpart with ordinary teachers It failed, in the second place, because we had not taken the precaution to train teachers intensively before we formally adopted the plan

Are we going to make the same mistakes all over again? We must ensure that vocational guidance has been built into the plan at every stage

It is conceded that in the experimental stages there are bound to be mistakes but we may hope that the mistakes will not be exces-

sive, since we are a poor people

Recent Developments in Vocationalisation

1 The Adiseshiah Report or Plus 2 National Review Committee (1977-78) made important recommendations for vocationalizing Senior Secondary Education

2 The States of Andhra Pradesh, Gujarat, Karnataka, Maharashtra, Tamil Nadu and West Bengal and the Union Territory of Delhi and Pondicherry have introduced vocational courses at plus 2 stage of the 10+2 pattern of school education

3 Keeping in view the importance of vocationalisation, attempts are being made toreview the centrally sponsored Scheme of Vocationalisation of Higher Secondary Education in the Sixth Plan with some modifications and additions as suggested by the Working Group on Vocationalisation (1978) Under this scheme it is proposed to provide financial assistance to States and Union Territories with legislatures for (*i*) Conduct of District Vocational Surveys, (*ii*) Curriculum Development, (*iii*) Establishment of New Vocational Schools, (*iv*) Establishment of Creative Work Centres, (*v*) Purchase of Equipment and Literary Books for Vocational Courses, and (*vi*) Salary of Teachers for Vocational Courses

CENTRAL BOARD OF SECONDARY EDUCATION, NEW DELHI

List of Vocational Courses (Classes XI and XII)

1 Office Management and Secretarial Practice
2 Accountancy and Auditing
3 Stenography
4 Typing
5 Marketing and Salesmanship
6 Purchasing and Storekeeping
7 Nutrition & Food Preparation
  (*i*) Basic & Applied Nutrition
  (*ii*) Institutional Food Management
  (*iii*) Food Preparation
8 Textiles & Designs
  (*i*) Design
  (*ii*) Textile Craft
  (*iii*) Painting
9 Dress Designing & Making.
  (*i*) Designing.

(ii) Drafting & Paper Pattern
(iii) Cutting & Tailoring
10 Marine Fisheries
(i) Saltwater Fish Culture
(ii) Marine Prawn Culture
(iii) Molluscas Culture
11 Basic Electrical Technology
(i) Electric Circuits
(ii) Electric Machine
(iii) Domestic Appliances
12 Electronic Technology
(i) Electric Circuits
(ii) Basic Circuits
(iii) Principles of Television System
13 Air Conditioning and Refrigeration
(i) Refrigeration
(ii) Air Conditioning
(iii) Maintenance, Servicing & Control
14 Insurance

Besides these the syllabi in (i) Food Preservation and Processing and (ii) Canteen Management are also in the process of finalization.

The syllabi and courses in the following vocational subjects are also being prepared by the subject committees

(i) Inland Fisheries
(ii) Basic Progromme in Fruits and Vegetables
(iii) Farm Mechanics
(iv) Agriculture

Note Health Education is to be introduced very shortly

sometimes argued that there should be a single medium of education at the University stage—English for the time being, to be ultimately substituted by Hindi - on the ground that it would promote mobility of teachers and students from one part of the country to another provide for easy communication between academic and professional men and administrator further intellectual cooperation amongst the universities and help in other ways in developing a corporate intellectual life in the country We are inclined to think on a balance of considerations that this solution is not feasible In practice, it will probably mean the indefinite continuance of English as the only medium of education—a development we cannot support in the larger interests of the country The adoption of Hindi as a common medium of education in higher stages in all parts of India is not possible for some years to come and in non Hindi areas, it will still have some of the advantages associated with the use of foreign medium and is likely to be resisted It would, therefore be unwise to strive to reverse the present trend for the adoption of the regional languages as media of education at the university stage and to insist on the use of a common medium in higher education throughout the country

In view of the importance of the problem the Commission suggests that the UGC and the universities carefully work out a feasible programme suitable for each university or group of universities

The change over should take place as early as possible and in any case within about ten years since the problem will only become more complex and difficult with the passage of time

A large programme of producing the needed literature in the Indian languages will have to be made for the training and retraining of teachers Suitable safeguards should be devised in the transitional stage to prevent any lowering of standards during the process of change over because of inadequate preparation But while we proceed with caution we would do well to remember that careful action does not mean vacillation or tardy action or no action at all Caution is meaningful only if it is part of a policy of determined deliberate and vigorous action

English as the medium in all India institutions There will however be one important exception to this general rule namely, All India Institutions which admit in considerable numbers students from the different parts of the country These now use English as the medium of education, which should continue undisturbed for the

conditions The first is the effective development of Hindi as a medium of education at this level This is a matter which can be left *to the UGC and the institution concerned to decide*

The second is the equally important political consideration that in such a change over, the change of students from non Hindi areas should not be adversely affected and that the proposal should have the support of the non *Hindi States*

Simultaneously, it is necessary to make the regional languages the official languages of the regions concerned as early as possible so that higher services are not *'de facto'* barred to those who study in the regional medium

Channel of international communication English would be most useful library language in higher education and our most significant window on the world

It is also important to encourage the study of other foreign languages on a more extensive scale for a variety of academic and practical purposes

Russian has a special significance for the study of science and technology in the present day world

In addition, French German, Japanese, Spanish and Chinese--are important world languages of communication and for acquiring knowledge and culture All universities, some selected colleges, and also a small proportion of carefully selected schools should provide for the teaching of these languages The knowledge of another foreign language (especially Russian) besides English should be a requirement *for a doctorate degree, and in certain subjects, even for the Masters'* degree

Hindi as the link language The Commission observed 'It is, however, equally obvious that English cannot serve as the link *language for the majority of the people It is only Hindi which can* and should take this place in due course As it is the official language of the Union and the link language of the people, all measures should be adopted to spread it in the non Hindi areas The success of this *programme will largely depend on the extent to which it is voluntarily* accepted by the people of these areas '

Basis for a Workable Three Language Formula

After tracing the origin of the three language formula and the difficulties experienced, the Commission suggested that the following guiding principles would help in evolving a workable three language formula in schools

1 *Hindi is the official language o the Union and is expected to*

due course of time to become the lingua franca of the country Its ultimate importance in the language curriculum will be secondary only to that of the mother tongue

2 English will continue to enjoy a high status so only as it remains the principal medium of education at the university stage, and the language of administration at the Centre and in many of the States Even after the regional languages become media in higher education in the universities, a working knowledge of English will be a valuable asset for all students and a reasonable proficiency in the language will be necessary for those who proceed to the university

3 The degree of proficiency that can be acquired in learning a language at school depends not only on the number of years during which it is learnt but also on the motivation of the students the stage at which it is studied the types of teachers and equipment prov ded and the methods of teaching adopted A short period under favourable conditions might achieve better results than a longer period without proper facilities While arguments can be advanced for introducing a child to a second language at a very early age, the provision of qualified and competent teachers for teaching the language to millions of children in our primary schools would be a very formidable task

4 The most suitable stage for making the learning of three languages compul ory appears to be the lower secondary stage (Classes VIII X) where smaller numbers of pupils are involved and better facilities and teaching personnel can be provided It is also desirable to stagger the introduction of two additional languages so that one is started at the higher primary stage and the other at the lower secondary stage after the first additional language has been mastered to some extent In a good school three years of compulsory study would probably be adequate for gaining a working knowledge of the third language but arrangements should be made for its study for a longer period on an optional basis

5 The stage at which Hindi or English should be introduced on a compulsory basis as a second language and the period for which it should be taught will depend on local motivation and need, and should be left to the discretion of each State

6 At no stage should the learning of four languages be made compulsory, but provision should be made for the study of four or even more languages on a voluntary basis

Three-Language Formula

The following is the summary of the Recommendations of the

Education Commission on the Three Language Formula

Classes I IV The study of only one language should be compulsory It will naturally be mother tongue

Classes V-VII The study of two languages should be compulsory at this stage The second language may be either the official language of the Union (Hindi) or the associate official language of the Union (English) so long as it is thus recognized

Classes VIII X The study of three languages should be obligatory at this stage and one of these three languages should be the official language of the Union or the associate official language whichever was not taken up in Classes V VII

Classes XI XII The study of two languages should be compulsory

Implications of the Modified Formula

Lower primary stage At the lower primary stage only one language should be studied compulsorily—the mother tongue or the regional language, at the option of the pupil In the case of the vast majority of pupils, the language of study at this stage will be the regional language which will also be their mother tongue Some children belonging to the linguistic minorities may also opt for instruction in the regional language because of its great advantages but this cannot be forced on them, and they have the right under the Constitution to have facilities provided for their primary education through their mother tongues The State Governments should therefore provide primary schools teaching through the mother tongue for the children of linguistic minorities if they desire to have such an education, subject to the usual condition approved by the Education Ministers Conference (1949) that the minimum number of such children should be 10 in a class or 40 in a school It is desirable that such children should have a working knowledge of the regional language also Facilities for its study should therefore be provided on an optional basis from Class III onwards We do not favour making the study of regional language compulsory at this stage for children of linguistic minorities as has been done in some States at present We also are not in favour of teaching English as a second language at this stage

Higher primary stage At the higher primary stage only two languages should be studied on a compulsory basis (*i*) the mother-ongue or the regional language, and (*ii*) the official or the associate fficial language of the Union For almost all the pupils in the Hindi reas and for majority of them in the non Hind[illegible]

probably be the second language, but a large proportion of the pupils in non Hindi areas may also opt for Hindi In addition facilities should be provided for the study of a third language on an optional basis, so that the children in Hindi areas whose mother tongue is not Hindi and the children in non Hindi areas who have taken English as the second language may study the official language of the Union, if they so desire

Lower secondary stage At the lower secondary stage (classes VIII X) a study of three languages should be obligatory, and a student should be under an obligation to study either the official language of the Union or the associate official language which he had not elected at the higher primary stage By and large, the pupils in the Hindi areas will study Hindi English and modern Indian language while the vast majority of pupils in non Hindi areas will learn the regional language Hindi and English In the selection of the modern Indian language in Hindi speaking areas, the criterion should be the motivation of the pupils for studying the language For instance in the border areas of a State people are generally interested in studying the regional language across the border and this could well be the third language to be studied

It is true that English will be the most important library language to be studied at this stage We however think that it is also necessary to encourage the study of other important library languages like Russian German French Spanish Chinese or Japanese Facilities for their study should be provided in a few selected schools in each State and it should be open to the students to study them either in addition to or in lieu of English or Hindi Similarly provision should be made in a few selected schools in non Hindi areas for the study of modern Indian languages other than Hindi and the regional language It should be open to the students to study them either in addition to or in lieu of English or Hindi Similarly provision should be made in a few selected schools in the non Hindi areas for the study of modern Indian languages other than Hindi and the regional language It should be open to the students to study these languages as stated earlier with regard to library languages either in addition to or in lieu of either English or Hindi

Higher secondary classes In the higher secondary classes which serve largely as a preparatory stage for higher education only two languages need be made compulsory and the students should have the option to select any two of the three languages studied earlier or a combination of any two languages taken from the following groups (*i*) modern Indian languages (*ii*) modern foreign languages classical

languages—Indian and foreign There is of course no bar to a student studying one or more additional languages on an optional basis

Position of the Official Language in the Formula

The three language formula as modified above is elastic and more likely to meet the varied linguistic needs of the people rather than the rigid approaches which are commonly adopted For instance

1 A study of English and Hindi in our proposal would be indicated not in terms of years of study, but in terms of hours of study and the level of attainment There would be two prescribed levels of attainment in each of these languages—one for those who study it for a period of three years and the other for those who study it for a period of six years

2 For most children completing lower secondary stage two of the three languages learnt will be Hindi and English—the two link languages of the country—which function as instruments of national and social integration Some need only a working knowledge of Hindi or English while others require a greater proficiency in them The flexible curriculum which we have proposed would cater for these separate needs

3 Although English would be the most important library language to be studied a certain number of students will study a library language other than English in all parts of the country

4 In every linguistic region, there will be a certain number of students studying other modern Indian languages and thereby opening up multiple channels of internal communication

This elastic approach to the language problem it is hoped will promote a better cultural communication between the different linguistic groups in the country and promote a better international understanding

Three Language Formula at the University Stage

The Commission is of the view that this would place a heavy language load on students and lead to a waste of scarce resources and deterioration of standards of subject knowledge in higher education In higher education, the study of a language should not be compulsory

Study of Hindi Although in the modified three-language formula recommended by us a certain proportion of students may not study Hindi as a second or third language beyond a period of three years we would like to lay the utmost [illegible] importance of the [illegible] of the language and the necessity of organising [illegible]

gramme for promoting such study on a voluntary basis As Hindi is the link language among the masses it is necessary that every person should have at least a working knowledge of Hindi as a channel of internal communication in all parts of India and that those who will have to use it as the official language either at the Centre or in the States acquire a much higher proficiency in it But in our opinion, the cause of Hindi and also of national integration would be better served if its study beyond a certain point is not forced on unwilling section of the people We have no doubt that boys and girls will study Hindi more intensively if there is adequate motivation This motivation largely depends on the extent to which Hindi becomes in effect a language of administration It is also related to the manner in which Hindi develops and becomes enriched so that people in non Hindi areas may turn to it for knowledge and cultural nourishment

International numerals The numerals now taught in schools vary from language to language We recommend that all modern Indian languages should adopt the international numerals which in a way are really Indian in origin This is a simple reform which will lead to great convenience

Study of English In view of the importance of English, for a long time to come to continue as library language in the field of higher education a strong foundation in the language will have to be laid at the school stage The Commission recommended that its teaching may begin in Class V but it is also realised that for many pupils particularly in the rural areas its study will not commence before Class III

The study of classical languages We recognise the importance of the study of classical languages and of the special claim that Sanskrit has on the national system of education But we do not agree with the proposal to include Sanskrit or other classical languages in the three language formula In our opinion this formula has to be restricted to the modern Indian languages only We are in favour of the proposal of adopting a combined course of the mother tongue and Sanskrit But this is not a very popular proposal Under these circumstances classical languages can be provided in the school curriculum on an optional basis only This may be done from Class VIII onwards

GENERAL OBSERVATIONS

A pragmatic approach. The Commission has suggested a more

pragmatic three language formula which should serve as a practical basis of compromise on various schools of thought on this vexed question (*National Solidary, 7 July 1966*)

Language formula welcomed "The Commission has also given a clear lead in regard to the language controversy

(*Educational India, July 1966*)

A balance struck 'The attempt, perhaps inevitably is to strike a balance between the vehement opposition to Hindi in certain areas and the need to evolve a national language to ensure national integration in the long run The Commission's approach to elevation of standard without attempting to aggravate mutual suspicions is perhaps the best in the prevailing circumstatances

(*The Patriot July 1966*)

The language question handled tactfully ' No issue in the field of education is so charged with emo ion as the one concerning the place of languages in the school curriculum The Education Commission has been careful to handle it with the utmost tact

(*Editorial Times of India*)

Original and significant contribution Dr D S Reddy, the Vice Chancellor of Osmania University commented "In one respect the Commission has made an original and significant contribution which should satisfy all educationists and that is the modification in the currently accepted three language formula ' It is educationally sound and should be accepted even from the point of view of political expediency ' (*Deccan Chronicle, July 1966*)

Greater role for Sanskrit urged The Education Commission made a serious mistake by putting Sanskrit on a par with Arabic, Dr Dev Raj Chanana, an eminent Sanskrit scholar says

(*Patriot, July 17, 1966*)

Govind Das for two languages Seth Govind Das MP, President of All India Hindi Sahitya Sammelan, commenting on the Education Commission s recommendations regarding the three-language formula and the position of English in it, said "I do not understand why English should be a compulsory language to be taught to the students I am not against learning of English or any other language but there should not be any compulsion in this respect This Commission has recommended a modified three language formula which in its context meant that it will not be necessary for students to learn Hindi which is constitutionally the official language of the Union This formula in my view is quite anti national and against the Constitution (*Patriot, July 3, 1966*)

Regional Languages as the Medium at the University Stage

Use of Regional Languages. 83 universities and institutions deemed to be universities are using the regional languages as media of instruction at different levels including the honours, post graduate and professional courses (with the exception of M.B.B.S.). Percentage of students who answered the question papers in regional languages during 1977 examinations relating to 32 universities revealed that an increasing number of students are now opting for the regional languages. Generally speaking the percentage varies from 60 to 100. However the percentage is on the lower side in universities in some States and in respect of courses in commerce, law and education.

Media of Instruction

(a) According to information available with the University Grants Commission, out of 115 universities regional languages are being used as media of instruction at different levels in 83 universities and institutions deemed to be universities (as on 1st July 1978). The position is given in the Table 17.1.

TABLE 17.1 REGIONAL LANGUAGES AS MEDIA OF INSTRUCTION

Course	*No. of Universities offering regional languages as media*	*Course*	*No. of Universities offering regional languages as media*
Arts, Science and Commerce Courses			
B.A./B.A. (Hons.)	66	B.Sc. (Ag.)	11
B.Sc./B.Sc. (Hons.)	51	M.Sc. (Ag.)	2
B.Com./B.Com. (Hons.)	55	B.V.Sc.	1
M.A.	41	B.A.M.S.	
M.Sc.	20	B.U.A.M.	18
M.Com.	31	B.Pharm.	1
		B.Lib.Sc.	2
Professional Courses		B.B.M./B.I.M.	2
LL.B.	29	B.F.A.	3
LL.M.	3	B.Music	7
B.E.	[illegible]	M.Music	2
B.Ed.	38	B.J.	2
M.Ed.	15	B.S.W.	2
		B.P.F.	2
		M.P.F.	2

Six universities viz Bundelkhand Garhwal Kashi Vidyapith, Magadh, Sampurnanand Sanskrit and Gujarat Vidyapith use regional languages exclusively as media of instruction

(*b*) Regional languages are being used as media of instruction in nearly 50% of the universities at the B A, B Sc and B Com levels and 20 30 per cent at the M A, M Sc and M Com levels This means that the problems relating to preparation of reading and reference materials and the training of teachers in the use of regional languages should receive the highest priority in arts, science and commerce courses

(*c*) In so far as professional courses are concerned, regional languages are being used in more than about 20 per cent universities in law and education only In the other professional courses, the number of universities using regional languages is still small The immediate problem therefore, concerns courses in law and education

(*d*) It is however interesting to note that there is no area of professional education (except M B, B S) where regional languages are not being tried out as media of instruction in one or more universities

Media of Examinations

Information as on 1st July, 1978 regarding the option to use regional languages as media of examinations is available in respect of 102 universities It is seen that, by and large universities which permit

TABLE 17 2 REGIONAL LANGUAGES AS MEDIA OF EXAMINATIONS

Course	*No of Universities permiting regional languages as media*	*Course*	*No of Universities permiting regional languages as media*
Arts Science		B F A	2
Commerce Courses		M Music	4
B A/B A (Hons)	59	B S W	3
B Sc /B Sc (Hons)	47	M S W	2
B Com /B Com (Hons)	52	B E /B Tech	2
M A	40	B Ed	30
M Sc	18	M Ed	14
M Com	29	B A M S /B U M S	12
Dip /Cert	8	LL B	21
		LL M	7
Professional Courses			
B Sc Nursing	1	B Sc (Ag)	2
B Lib Sc	4	M Sc (Ag)	1